# DOCUMENT RESUME

ED 125 135 EA 008 463

| | |
|---|---|
| TITLE | Educational Policy and Planning. Canada III. Review of Educational Policies in Canada: Quebec. |
| INSTITUTION | Organisation for Economic Cooperation and Development, Paris (France). |
| PUB DATE | 75 |
| NOTE | 160p.; For related documents, see EA008461-466 |
| AVAILABLE FROM | OECD Publications Center, Suite 1207, 1750 Pennsylvania Avenue, N.W., Washington, D.C. 20006 (free) |
| EDRS PRICE | MF-$0.83 HC-$8.69 Plus Postage. |
| DESCRIPTORS | Adult Education; Attendance; Citizen Participation; Curriculum Development; Educational Assessment; Educational Change; Educational Finance; Educational History; *Educational Objectives; *Educational Policy; Elementary Secondary Education; *Equal Education; Higher Education; Language Instruction; *Organization; *Policy Formation; School Demography; School Statistics; *State Programs; Tables (Data) |
| IDENTIFIERS | *Quebec |

ABSTRACT

The introduction of this report on educational policies in Quebec informs the reader about the present education system of Quebec and emphasizes that "democratization" is the most significant of the policies established in implementing reform from 1964 to 1974. Chapter 1 reviews the educational system as it existed in 1974, providing a complete description of the objectives of the system, program organization, school population, educational resources, and the components and operation of the system. Chapter 2 reviews the educational policies that promote access to education. Chapter 3 examines the concept of democratization of education from the viewpoint of greater adaptation of education to the needs of its users. Here, the evolution of curriculum content, pedagogical methods, and educational support services are described. Chapter 4 examines the policies established to encourage participation by the citizens of Quebec in the control of the education system and in policy decisions. The conclusion deals with questions of evaluation that were raised in chapters 2-4 and summarizes the important goals and priorities for action set out by the Ministry of Education in the last few years. (Author/IRT)

***********************************************************************
* Documents acquired by ERIC include many informal unpublished *
* materials not available from other sources. ERIC makes every effort *
* to obtain the best copy available. Nevertheless, items of marginal *
* reproducibility are often encountered and this affects the quality *
* of the microfiche and hardcopy reproductions ERIC makes available *
* via the ERIC Document Reproduction Service (EDRS). EDRS is not *
* responsible for the quality of the original document. Reproductions *
* supplied by EDRS are the best that can be made from the original. *
***********************************************************************

ED125135

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

# EDUCATIONAL POLICY AND PLANNING

# CANADA

## III

EA 008 463

ORGANISATION FOR ECONOMIC CO-OPERATION AND DEVELOPMENT

PARIS 1975

# REVIEW OF EDUCATIONAL POLICIES

in

CANADA

## QUEBEC

Planning Branch

Ministry of Education

Government of Quebec

March 1975

# TABLE OF CONTENTS

PAGE

INTRODUCTION .................................................. 1

A. Brief Description of the Quebec Education System .................................. 1

B. Educational Development in the Fifties ......... 4

C. The Emergence of a New Concept of Education .... 7

D. The Transitional Period Prior to the Reform of Education ............................ 8

E. The Introduction of Educational Reform by the Parent Commission ......................... 10

F. The Concept of Democratization of Education According to the Parent Commission ............. 11

G. Orientation of the Review of Educational Policies in Quebec ............................ 12

CHAPTER I THE QUEBEC EDUCATION SYSTEM IN 1974 ................ 14

A. Introduction .................................... 14

B. Educational Objectives and Program Organization .................................. 14

C. Students and Resources .......................... 33

D. The Component Institutions and Administrative Operation of the Education System ............. 49

E. Conclusion ................................... 65

CHAPTER II THE DEMOCRATIZATION OF EDUCATION IN TERMS OF ACCESSIBILITY ................................ 67

A. Introduction ................................. 67

B. Basic Policies Designed to Facilitate Accessibility to Education ..................... 67

C. The Policy of Accessibility in Terms of Students from Different Backgrounds .................... 77

D. Conclusion ................................... 83

CHAPTER III THE DEMOCRATIZATION OF EDUCATION IN TERMS OF EDUCATIONAL FLEXIBILITY .......................... 84

A. Introduction ................................. 84

B. Changes in Elementary and Secondary Education Resulting from the Application of the Principle of Democratization ........................... 85

C. Changes at the Post-Secondary Level Resulting from the Application of the Principle of Democratization .................. 97

D. Changes in Adult Education Resulting from the Application of the Principle of Democratization ................................ 106

E. Conclusion .................................. 109

CHAPTER IV THE DEMOCRATIZATION OF EDUCATION IN TERMS OF PARTICIPATION IN POLICY DEVELOPMENT ................ 112

A. Introduction .................................. 112

B. Participatory Mechanisms for Implementing the Educational Reform ....................... 113

C. Participation through Permanent Mechanisms Designed to Ensure Continuous Democratization .. 115

D. General Conclusions .......................... 135

CONCLUSION ..................................................... 137

A. Summary ...................................... 137

B. Proposed Courses of Action for the Future ..... 138

C. General Trends ..................................... 141

STATISTICAL ANNEX: CHANGES IN AND PROJECTIONS FOR STUDENT POPULATION AND TEACHING FORCE; EDUCATIONAL EXPENDITURES ...................... 143

REFERENCES ........................................................ 152

# INTRODUCTION

1. Quebec has chosen the theme of democratization of education as the basis for its review of educational policies.

2. This approach involves a reassessment of Quebec's major efforts during the past decade with regard to its central objective in the field of education and the application of this objective, in its broadest sense, to an analysis of the policies put forward and, to a lesser extent, to an evaluation of the effects of these policies.

3. However, before describing the various aspects of the review of educational policies in subsequent chapters, it is of foremost importance to review the historical events which preceded the educational reforms of the sixties and which, in some respects, set the stage for them. As a starting point, a few remarks on the predominant features of the Quebec education system would seem to be appropriate.

## A. Brief Description of the Quebec Education System

4. The Quebec education system serves the total population, which in 1971 rose to 6,027,765 inhabitants. A very large part of this population is distributed in the southwestern region (the valley of the St. Lawrence River); the metropolitan region of Montreal alone contains 45.5 percent of the total population. In Quebec, the francophone community is in the majority (81 percent); in addition, anglophones make up 13 percent of the population, and those of various other ethnic origins 6 percent.

5. The different levels of educational "services" available to the population of Quebec are as follows:

### 1. Kindergarten

6. Kindergarten is for children who have reached their fifth birthday before October 1. It facilitates the transition from a home to a school environment and encourages the acquisition of good moral, social and study habits. It lasts for one year on a half-day basis ($2\frac{1}{2}$ hours a day.)

### 2. Elementary Education

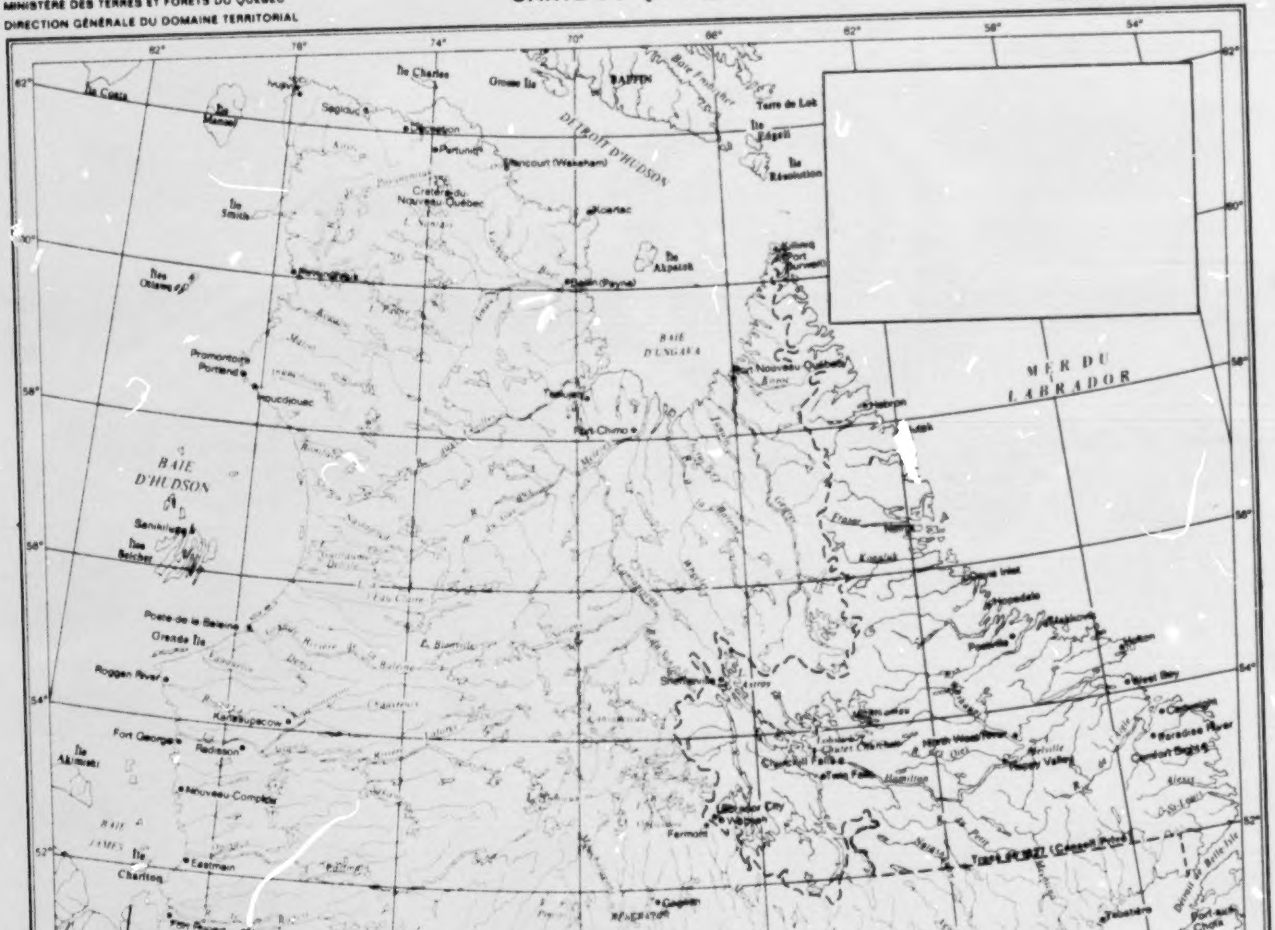
7. To be admitted to the first grade of the elementary program, a child must be six years of age before October 1 of the current year. The elementary program is intended to help the child master the basic means of expressing himself and communicating with others. The length of the course is six years.

8. In each school, at the beginning of the school year, the pupils are first classified according to age, then divided into working groups according to standards that are determined by the teaching staff. The process of balanced development requires that the child progress intellectually, emotionally and socially at his own pace.

MINISTÈRE DES TERRES ET FORÊTS DU QUÉBEC
DIRECTION GÉNÉRALE DU DOMAINE TERRITORIAL

# CARTE DU QUÉBEC

DIRECTION DES RELEVÉS TECHNIQUES
SERVICE DE LA CARTOGRAPHIE


DÉTROIT D'HUDSON
BAIE D'UNGAVA
MER DU LABRADOR
BAIE D'HUDSON
BAIE JAMES
GOLFE DU SAINT-LAURENT
OCÉAN ATLANTIQUE
NOUVEAU BRUNSWICK
ÎLE DU PRINCE-ÉDOUARD
ÎLE DU CAP-BRETON
ONTARIO
ÉTATS-UNIS
NOUVELLE-ÉCOSSE
TERRE-NEUVE
QUÉBEC
MONTRÉAL
OTTAWA
FREDERICTON
CHARLOTTETOWN
HALIFAX
Fort Chimo
Schefferville
Labrador City
Wabush
Fermont
Gagnon
Sept-Îles
Port-Cartier
Baie Comeau
Chibougamau
Val-d'Or
Rouyn
Amos
Lebel-sur-Quévillon
Matagami
Fort George
Radisson
Eastmain
Fort Rupert
Poste de la Baleine
Port Nouveau-Québec
Goose Bay
Churchill Falls
Gaspé
Percé
Rimouski
Matane
Chicoutimi
Trois-Rivières
Sherbrooke
Sorel
Hull
Tracé de 1927 (Conseil Privé)
Détroit Jacques-Cartier
Détroit de Belle Isle
Détroit de Cabot
Baie de Fundy
82° 78° 74° 70° 66° 62° 58° 54°
62° 60° 58° 56° 54° 52° 50° 48° 46° 44°

ÉCHELLE 1: 9 000 000

Km 0 90 180 270 360 Km

Kilomètres

Préparée et publiée par le service
de la Cartographie (1974)

Le tracé de 1927, indiqué par un symbole différent
des autres frontières, n'est pas définitif

## 3. Secondary Education

9. A child is normally promoted to secondary school after six years, occasionally after seven years; if a pupil is considered to be gifted, he may be promoted after five years. The comprehensive secondary school accepts all students graduating from elementary school and guarantees them a basic secondary education; it allows each student to discover his individual talents and preferences and to advance his general education or to prepare immediately for a specific occupation.

10. Depending upon his preferences and abilities, and course distribution requirements, a student may include both general and vocational courses in his individual timetable. Depending on the pattern of different subjects the student chooses to take, he will normally be prepared to take up a specific occupation or to pursue his education further after five years of study. At the secondary level, promotion is by subject. As a general rule, a student may not enroll in courses which are more than two levels apart.

## 4. College Education

11. To be admitted to college level studies, a student must have successfully completed Secondary V or the equivalent. The college program is intended for students who want to study at a university or to enter the labour market. It is also intended for adults who wish to improve their general or vocational training in order to meet the requirements of the labour market. The general education program, which prepares students for higher (university) studies, takes two years. Vocational education, which prepares students for employment in a given occupation, takes three years.

## 5. Higher (University) Education

12. The object of higher education is to prepare the student for research and teaching or for a professional career. The first cycle takes three years, while studies for master and doctoral degrees (second and third cycles) normally take three years (one year for the master's, then two additional years for the doctorate).

13. To be admitted to a university, a student must hold a Diploma of College Studies with a major in those subjects required for the course of the faculty or school to which he seeks admission. To be admitted to a fine arts course, for example, a student must hold a Diploma of College Studies with a major in fine arts; for agronomy, the emphasis would be on pure and applied sciences, and so on. To be admitted to second and third cycle studies, it is mandatory to have the required basic education in the form of a first university degree.

## 6. Adult Education

14. Adult education may be defined as an extension of the education system designed to answer various needs, in areas such as general education,

professional development, cultural and social advancement. Adult education is open to anyone who is at least one year past compulsory school age, has left the regular educational system for a year and meets the particular requirements of the courses offered. Program duration is quite flexible and both full-time and part-time studies are available.

## B. Educational Development in the Fifties

15. The beginning of this period was primarily characterized by an extremely low school attendance level, as shown in the table below:

TABLE 1

RATE OF SCHOOL ATTENDANCE IN QUEBEC IN 1950-51

| Age | 12 | 13 | 14 | 15 | 16 | 17 |
|---|---|---|---|---|---|---|
| % | 95 | 75 | 57 | 35 | 16.5 | 11.5 |

Source: A. Tremblay, Contribution à l'étude des problèmes et des besoins de l'enseignement dans la Province de Québec, 1955

16. If the distribution of these percentages by level in the Catholic sector (where the French language is predominant) is considered, it is striking to note that, for boys, school attendance declined by more than half between the sixth and eighth years.

TABLE 2

ENROLMENT PERCENTAGES FOR GRADES 2 TO 11 AMONG BOYS
IN THE CATHOLIC SECTOR IN 1949-50

| Grade | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 |
|---|---|---|---|---|---|---|---|---|---|---|
| % | 92 | 89 | 85 | 73 | 63 | 47 | 29 | 21 | 13 | 9 |

Source: see Table 1

17. Thus, secondary school attendance at this point in time was generally limited to a very small group. In addition, those who began but did not complete their secondary education seemed to drop out - or be "dropped" - at the beginning rather than at the end of this level.

18. The various educational setups of the time reflect this situation in a fairly consistent manner and help to explain it. To summarize (and it will be recognized that the following is overly simplistic), it could be said that, at the time, no real school system existed, merely scattered fragments of a school system, relatively unrelated and uncoordinated.

19. At the elementary and secondary levels, the education system was divided according to religious faith; the Catholic and Protestant sectors were, in practice, independent of one another. The School Act of 1875 (endorsed December 24, 1875, ref. 39 Victoria 615),[1] eliminated the position of Minister of Education and established that of a superintendent responsible for implementing educational policies; also, it reorganized the Public Education Council. In fact, its two permanent committees, one Catholic and the other Protestant, had overall responsibility for education policies in their respective sectors, while school boards made decisions at the local level. It may be useful to note that the Public Education Council did not meet at all between 1953 and 1963. This, in part, explains why at the close of the fifties many leaders of Quebec opinion considered that making education a political concern (i.e. by creating a Ministry of Education) was an important step towards correcting the lack of cohesion among the "fragments of an education system" existing at the time.

20. In 1950, most rural school boards did not offer public secondary education. Education at this level spread progressively but very slowly from urban areas to the smaller towns and then to the country. In many localities, public school ended with the ninth grade.

21. Parallel to the public schools, there existed a large number of private or public institutions at the secondary and post-secondary levels (equivalent to the present college level, i.e. the 12th, 13th and 14th grades). The main institution for general education beyond the secondary level leading to higher education was the "classical college", which covered eight years after elementary school. Most of the classical colleges and teacher training institutions - the normal schools - were under the jurisdiction of agencies of religious affiliation, dioceses and religious communities. These schools received aid from the government on an irregular basis and depended upon the presence of a large number of quasi-benevolent teachers whose salaries were reinvested in the operation of the college or school. These institutions did receive relatively stable revenues in the form of tuition fees paid by parents for their children's education.

22. On the other hand, various Quebec ministries, private organizations (hospitals, corporations) and federal ministries supported a variety of specialized schools. These consisted of family institutes; schools of nursing; stewardess and naval pilot training institutes; agriculture, fine arts, trade, technology, agricultural technology, military engineering, theatre arts schools, etc. Admission to these schools required the completion of grades 9, 10 or 11 at the secondary school level. A young Quebec student, who at 12 was unable to enroll in a "classical college", knew that access to prestigious university disciplines was closed to him. At the time, the disciplines leading to the social status of a non-salaried professional were literature, law, medicine, and theology. Of those students

who started the classical course, more than half were generally eliminated during the first three years, the equivalent of the present first three years of secondary school.

23. From a strictly academic point of view, this resulted in a serious waste of talent. Thirteen to fifteen-year-olds from poor families were inadequately represented in programs leading to post-secondary study at a university or elsewhere.[2]

24. Again, from a strictly academic point of view, such a scattered system of near-autonomous educational pathways existing at the secondary and post-secondary levels could only serve to multiply the dead-ends, obstructions and delays encountered by a student from a less privileged background. Most specialized schools did not allow for late entry to university. Also, transfers between them were almost impossible. Often the private schools enforced such severe discipline that many students were excluded from them for reasons other than intellectual ability. Thus, the classical course was eminently selective. Contrary to the present educational system, which does not automatically place the burden of failure upon the student, the philosophy of the secondary and post-secondary institutions operating at the beginning of the fifties was clearly elitist. The first noticeable signs of alarm concerning the reform of the whole school system stemmed from the following observations:

- lack of coherence among the multiple curricula in use and lack of coordination between the schools and the different school systems, especially between the public and private sectors;

- lack of resources at the secondary level to respond to the growing demand for education;

- danger of "wasted talent" by continuing to restrict programs ordinarily leading to post-secondary studies to a minority. In fact, while some faculties did accept students from the public secondary sector, the latter had not been established with a view to creating such a channel. In the francophone sector, the classical course was the virtually exclusive privilege of private institutions.*

25. At the beginning of the fifties, the problem of education presented itself more from institutional and individual, rather than cultural and social, standpoints; it must be admitted that education beyond the elementary level remained primarily a matter of good luck or of privilege, rather than a public service available to all.

---

* In 1944, out of 2,700 students enrolled in the first year of a secondary program potentially leading to university, "there were about 1,100 superior children (whose I.Q. reached or exceeded 120). But this number represented little more than one-fourth of the 4,000 students theoretically qualified at that time for higher education.[3] Approximately 3,000 bright children remained outside secondary instruction."

26. However, studies of the problems mentioned above made it possible to formulate new theories which suggested quite a radical transformation.

27. Thus, the Catholic Committee of the Public Education Council created a subcommittee to investigate problems of curriculum coordination between institutions. In 1953, it submitted a Report of the Subcommittee on the Coordination of the Various Levels of Education (see Section "D" of this Introduction).

28. Moreover, faced with the growing problem of providing the resources necessary to extend schooling to everyone, the province had to become involved in the financing of education. This is described in the Report of the Royal Commission of Inquiry into Constitutional Problems (Province of Quebec, 1956).

## C. The Emergence of a New Concept of Education

29. It goes without saying that, in any society, education is not only closely related to the values, ideologies and cultures of that society, but also to its demographic, economic and political situation.

30. Traditionally, people in Quebec regarded education as being, essentially, a function of the family unit; they liked to assign to the school the role of supporting and extending the education provided by the family, and to view it as a responsibility delegated by the family. The church and the family - for the Catholic elementary sector - jointly assumed responsibility for both public and private educational institutions, without involving the government of Quebec to any great extent. The change which resulted in the establishment of the Ministry of Education, and in the formulation of all major decisions in education since 1964, was effected quite gradually as part of the total evolution of Quebec society, and must be examined from this point of view in order for its true significance to be appreciated.

31. It became evident by the mid-fifties that Quebec would experience an "explosion" of its school population comparable to, if not greater than, that faced by most developed countries after the war. Three factors combined to produce a rapid growth of school attendance at the elementary and secondary levels. First, the birth rate increased from 24 per thousand before the war to 31 per thousand, and remained more or less stable until 1956 when it gradually declined to 24.4 per thousand in 1963 before dropping to 14.0 per thousand in 1972.[4] Social evolution, technological innovation, industrialization and urbanization all engendered the need for a more effective education. Finally, an overall upgrading, necessitated by the extremely poor attendance figures for the secondary level, had to take place, as demonstrated by the data for 1949 and 1950 at the beginning of this chapter.

32. Certain researchers, historians and sociologists state positively that one of the predominant features of Quebec society between 1950 and 1955 was the presence of a profound ideological gap. On the one hand, there existed a traditional cultural identity, rooted in a rural mentality, centered around stable values, in which religion occupied an important place. On the other hand, there existed a collective socio-economic situation marked by industrialization, mass migration to the cities, an ethnic, linguistic and religious co-existence which encouraged pluralism, and a more militant labour attitude, which encouraged sharper class distinctions.[5] With the approach

of the end of the fifties, a greater number of new issues emerged in public discussion. There were more new cultural views taking hold which were open to pluralism, secularity, and increased business involvement. Moreover, at that time, more technical and industrial development was occurring, as was the establishment of modern accessible public services in the fields of health, culture, welfare and education. From 1959 to 1962 in particular, Quebec went through a stage of searching and questioning. This paved the way for the "quiet revolution" of the sixties. Such a rapid cultural revolution made it possible to replace an elitist concept of the function of education with a new one. This new concept was much more geared to a democratization of opportunities and decision-making, and to a global viewpoint, which was more social than scholastic. Educational reform in Quebec was thus based upon a concept of education viewed as a fundamental tool in a collective development project; such a concept no longer isolated educational problems from economic, political, cultural and social ones.

33. The gap between an official, rather traditional culture and a society which is clearly industrialized and urbanized, cannot be bridged without encountering a certain number of major problems. Along with the traditional elites, new leaders emerged, leaders of media opinion, leaders of labour unions, and economic or regional elites. Nationalism, fostered in the past for reasons linked to linguistic and religious survival, had to learn to live side by side with an attitude which focussed more on the future; this attitude granted more autonomy to political power and freed it - along with such other facets of daily life as the family, education, leisure time activities and cultural affairs - from the indirect influence of religion. The collective identity sought to establish itself in a less dependent and less protectionist relationship with the rest of the North American continent. The task of rethinking and restructuring education in Quebec will therefore have to be viewed against the background of a society which on the one hand remained traditional in its values, structures and practices, and on the other was largely industrial and urban, inextricably part of the North American situation, which itself was moving rapidly into a post-industrial era.[6]

## D. The Transitional Period Prior to the Reform of Education

34. In his history of education in Quebec, Mr. Louis-Philippe Audet[7] saw 1959 as a turning point. The time from 1953 to 1959 was a period of transition which prepared the ground for educational reform. The period from 1959 to 1963 saw the emergence of the "quiet revolution" and along with it, the reform of education.

35. One of the first signs of awareness of the state of education in Quebec was the Report of the Subcommittee on the Coordination of the Various Levels of Education submitted by the Catholic Committee of the Public Education Council (1953).

36. This report first approached the problems involved from an institutional viewpoint. It defined the laws of vertical and horizontal coordination relative to the framework and objectives of education for the primary, secondary and post-secondary levels, as well as the general and vocational education institutions.

37. The law of vertical coordination stated that the transition from a given educational level to a subsequent one in any of general, technical or vocational education, should be achieved without trauma, impediment or unnecessary obstacles.

38. The law of coordination at the horizontal level stated that a transfer from one type of institution or course to another at the same level, should be achieved with a minimal loss of time and difficulty of adjustment. This requires that specialization in each of the programs and levels be delayed as long as possible, for the earlier a course becomes specialized, the more difficulty will be encountered in entering it when the student comes from elsewhere, or in leaving it to transfer to another course. The law also stated that the difference between the actual course content of subjects offered at the same level be confined to the essential elements of the program. Finally, it advocated that course content common to different programs at the same level be as similar as possible in terms of emphasis and subjects taught.

39. This same report on coordination within the school system pointed out duplications and parallels in the curricula, the lack of continuity and uniformity as regards admission requirements between schools granting equivalent diplomas and, finally, the lack of correspondence between curricula, the aptitudes and interests of the adolescent, and the needs of the community at large.

40. Starting from that point, the report arrived at a clear-cut affirmation of the concept of educational accessibility which was to become the major thrust of the impending educational reform. In conclusion, it pointed out that, in all countries, the overriding philosophy is that education and culture must be accessible to all with no limitations apart from ability. It follows from this that states subsidize schools in varying degrees but always to a considerable extent. Because schools are free of charge, the state feels entitled to encourage and even require attendance for a longer period of time; school attendance is compulsory in various countries up to the ages of 14, 15, 16 and even 18. However, in all these countries, a Minister of Education assumes the responsibility for regulations and for programs pertaining to education at all levels, except perhaps at the university level, which has preserved greater autonomy. This concentration of authority allows for reforms of wider scope and, in particular, for the coordination of programs at the different levels.

41. In 1956, a Royal Commission of Inquiry on Constitutional Problems made it possible to ascertain, in a much more definitive fashion, projected school enrolments and to explore their impact on the allocation of funds.

42. The Commission members extracted the distinctive features of the various education problems[8] from the synthesis which they had asked Mr. Arthur Tremblay to prepare.[9] These features included the rapid increase in school-age population; the increase in the rate of attendance and the prospect of its acceleration against a background of socio-economic evolution; the growing need for education in various sectors of society; the development of existing institutions; the creation of new centres of specialization at the technical school and university levels and of research agencies to support the development of post-secondary education, in response to the needs of a rapidly expanding

economy; the integration of private institutions (colleges, universities) into the educational finance structure of the province; and, finally, the definition of the economic and legal parameters of the three levels of the teaching profession (elementary, secondary and post-secondary education).

43. By defining the general problems related to education, the Commission members were able to identify their ideological, cultural, political and constitutional implications. In fact, teaching is itself one of the educational problems of the Western world, a civilization which is in the midst of a major crisis, in search of rules and regulations to provide guidance for both individual and community life. The question is whether the Christian/personalist or the materialist/socialist concept of man will prevail, and which one of these will serve to synthesize those values which scientific and technical advancements of the last few centuries have thrust upon mankind.

44. The two reports referred to above greatly advanced the process of understanding the archaic nature of the educational system in Quebec and its ideological, economic, social, cultural and political implications. Other critical analyses of the system of education were done after 1956. This decade was focussed on educational problems which were severely restricting the economic, social and cultural development of Quebec at that time.

45. A noteworthy conference was held in 1957 by the Quebec Education Association.[11] The conference had considerable impact since the Association brought together all the groups and agencies involved in education, such as parents, school boards, etc. The conclusions reached at the conference simply confirmed the fact that a reform of the administrative structures of education was imperative.

46. At that time, consensus was reached on the need for profound reforms in education: reforms in instructional and administrative structures and financing, the introduction of a completely free education at the elementary and secondary levels, the creation of more post-secondary opportunities, and finally, the process of making education a political concern by creating a Ministry of Education and involving the province in educational matters.

47. From the point of view of many, a modern, democratic system of education became an increasingly important factor in the growth of Quebec society and its economic, social and cultural development.

## E. The Introduction of Educational Reform by the Parent Commission

48. The election of a new government in 1960 was closely followed by the establishment of a Royal Commission of Inquiry on Education (generally called the Parent Commission) to follow up a recommendation of the earlier Royal Commission of Inquiry into Constitutional Problems. The mandate of the Commission dealt with the structure and financing of the educational system according to an Order-in-Council dated April 21, 1961. The members of the Commission were sworn in and the Commission started its work on May 16, 1961. It invited everyone, particularly educators, to present their views

and suggestions in the form of briefs which would be discussed before public audiences at a later date. More than 300 briefs were submitted to the Commission. In order to view the operations of the school system first-hand, Commission members visited about fifty institutions at all levels throughout Quebec.

49. On the basis of observations made in Quebec, other parts of Canada and abroad (United States, European countries), Commission members presented a set of recommendations which took into account not only the situation in Quebec but in Canada and North America as a whole. These recommendations are contained in the five volumes of their report. The first (1963) deals with the structure of the educational system at the provincial level, the second and third (1964) deal with the pedagogical structures of the educational system, and the fourth and fifth (1966) deal with educational administration.

## F. The Concept of Democratization of Education According to the Parent Commission

50. Volume IV of The Parent Report[12] introduces the idea of democratization in education, placing it within a broad spectrum of ideas which present a real challenge "to the educational system and to society as a whole."[13]

51. After having described the new democratic society as "the participation of the greatest number, individually and in groups, in the conduct of a common enterprise, on respect for the rights of the person; on the equality of all within the diversity of occupations and abilities,"[14] the report draws a conclusion which establishes the principles of a double perspective - individual and collective - according to which the recommendations of the Commission were made: "Education is therefore essential in a democratic society, and it must be equally accessible to all. Such is the two-fold prior condition for any hope of attaining equality in the life of the community, an equality based, not on uniformity, but on diversity."[15]

52. On the basis of these principles the members of the Commission assigned a three-fold purpose to the systems of education in modern society:

- to make available to all, without distinction of creed, racial origin, culture, social environment, age, sex, physical health, or mental capacity, an education of good quality satisfying a wide variety of needs;

- to allow everyone to continue his studies, in the field which best suits his abilities, his tastes and his interests, up to the most advanced level he has the capacity to reach, and thus have available to him everything which can contribute to his complete fulfilment;

- to prepare all young people for life in society, which means earning their living by useful work, intelligently assuming their social responsibilities in a spirit of equality and freedom, as well as to offer adults every opportunity for self-improvement.[16]

53. The report continues with an outline of the practical consequences of this three-fold objective: "This at once means that education must be sufficiently varied to afford opportunities for fulfilment to personalities and intelligences of every kind; it further means that such an education must as much as possible be within the reach even of those dwelling in sparsely populated areas";[17] and "that every student be able to continue his studies to the most advanced level he can reach, taking into account his capacities and his academic achievements."[18]

54. Having established that "the contemporary conscience has become more keenly aware"[19] of this right to education, the report points out that "democracy summons men to a more and more complete achievement of true equality among themselves - not only the equality of all before the law and in the exercise of their political rights, but the gradual establishment of equal opportunity for all with respect to their lives in the community."[20] Indicating that "this ideal of equality among citizens encounters group and class obstacles; barriers . . . traditions in economic, political and social institutions,"[21] the report advances the idea that "today education seems to be one of the means to achieve this ideal of equality among men,"[22] while at the same time, it maintains that participation in decision-making, at all levels and in all sectors, is the logical and desirable goal of an improved education system.

55. These excerpts from the *Report of the Commission of Inquiry on Education* testify to the vastness of the challenge facing the Quebec community in 1964, in an area where numerous avenues of approach seemed irrevocably blocked. Four significant elements of the policy of democratization are revealed by the following statements:

- democratization of education must not be confined to the primary step of generalized accessibility to educational resources, but should include an attack upon inequality of opportunity;
- democratization of education, while recognizing the need for academic success, must make available various avenues of learning, taking into account the pluralism of individuals, and of social environments;
- democratization aims at increased participation in decision-making;
- democratization in the field of education will inevitably be transmitted to other spheres such as business, politics, social affairs.

## G. Orientation of the Review of Educational Policies in Quebec

56. The first part of this report has served the purpose of informing the reader about the present education system of Quebec, and emphasizing that the theme of "democratization" is the most significant of the policies established to implement reforms during the period 1964 to 1974; thus, with this background, the review of education policies in Quebec will proceed as follows:

- The first chapter will review the education system as it exists in 1974. Here, as complete a description as possible will be found of the objectives of the system, program organization, school population, educational resources, and the components and operation of the system.

- The second chapter will focus on a review of those educational policies which promote accessibility.

- In the third chapter, the concept of democratization of education will be examined from the viewpoint of greater adaptation of education to the needs of its users. Here, the evolution of curriculum content, pedagogical methods and educational support services will be described.

- The fourth chapter will essentially examine the policies established to encourage participation by the citizens of Quebec in the control of the education system and in policy decisions. The idea of democratization thus provides an opening for the citizen to participate and become involved in the operation of the education system.

- In the conclusion, those elements of Chapters II, III and IV dealing with evaluation will be presented again, often in the form of questions. Finally, this conclusion will summarize the important goals and priorities for action set out by the Ministry of Education in the last few years.

# CHAPTER I

# THE QUEBEC EDUCATION SYSTEM IN 1974

## A. Introduction

57. As we have seen, various factors influenced Quebec to reform its education system and, moreover, to base this reform on the concept of democratization. Before proceeding to an analysis of the policies which characterized this reform, it would seem necessary to briefly describe the Quebec education system as it is at the present time.

58. This description of the essential elements of today's education system will enable the reader to gain an overall view of the system after ten years of reform. Such a description is necessary for an understanding of the following chapters, since only then will it be possible for the reader to place those policies aimed at democratization within the larger context of policies presently pursued by the Quebec education system.

59. However, it should be evident that Quebec's education system cannot be described in a few pages without considerable difficulty. For this reason, the following description should be supplemented by a supporting document fully describing Quebec's school system in 1974. Perusal of this supporting document would enable the reader to comprehend those fine points which cannot be dealt with in the following chapter.

60. In any event, the following description is divided into three parts:

- educational objectives and program organization (B)
- the students and human, financial, and material resources (C)
- the institutional components and the administrative operation (D).

## B. Educational Objectives and Program Organization

61 This first section deals with educational objectives and program organization. Six sections form this part, each level of instruction being the topic of a separate section:

1. General objectives of the Quebec education system
2. Pre-elementary (kindergarten) and elementary education
3. Secondary education
4. College education
5. University education
6. Adult education.

62 First, the general objectives of each will be described; then, the important features of the program organization of each level that determine the following, will be outlined:

- admission
- enrolment
- length of term and school calendar
- student groups
- programs and courses
- methods of instruction
- evaluation and accreditation
- transfer between different levels
- support services.

## 1. General Objectives of the Quebec Education System

> **Every child has the right to benefit from a system of education that encourages the full development of his personality.**

63. This brief excerpt from the preamble to the act which created the Ministry of Education makes it possible to state that the reformed education system in operation since 1964 has as its main goal the maximum development of a student's potential in accordance with his own needs and those of Quebec society. This belief, although expressed in the official wording of 1964, still forms the basis of the goals pursued by the school system in 1974.

64. It would be ambitious indeed to seek to summarize and explain the multiple objectives of a school system in a few paragraphs. At most, one could attempt an overview of educational policies in Quebec, and a definition of objectives which form the basis of all past and present educational policies.

65. The main objective of general accessibility, which has been basic to the establishment of academic structures since 1964, will not be described on the pages immediately following. Educational policies related to this objective will be analysed in detail in subsequent chapters. The explanation of the main educational objectives currently pursued will focus instead on the essence of educational activity offered to a student in 1974.

66. The general goal of full development of personality, stated earlier, gives rise to four categories of objectives:

- those connected with the learning of individual roles;

- those related to the learning of skills leading to the practice of a profession;

- those related to the development of creativity and a spirit of initiative;

- those related to the adaptation of learning to individual capabilities.

67. These objectives, while differing from each other; together contribute to the full development of the individual's personality. In effect, the education system must help each student to prepare for active participation in the growth and progress of society, both present and future. Given this framework, education must make adequate provision for the development of qualities that might be called humanistic, namely those that enable the individual to share, as fully as possible, in the life of the community through proper exercise of those roles which he will be expected to play. Seen in this context, preparation for a profession must necessarily be based on the idea of integrating and complementing social development with occupational training. For this reason, the educational policy of Quebec tends toward a fair balance between these two types of education.

68. Moreover, in a technological society that is in a constant state of flux, the appropriate exercise of socio-economic roles requires a highly developed ability to adjust to change. At this point, the spirit of initiative and creativity enters the picture; new situations have to be faced. Since this ability involves the development of individual aptitudes, the educational process must be conceived with a view to individualization which takes into account the aptitudes and abilities of each student.

69. However, it is not possible, within the brief analysis that follows, to detail the manner in which these four categories of objectives complement each other. The complementary nature of these objectives will become evident in the analysis of program organization given later.

First category of objectives:

> To develop, to the fullest extent, an individual's potential in such a manner that he can fulfill all the roles he is expected to play in the course of his life.

70. In the course of his life, an individual is called upon to play, simultaneously or concurrently, a variety of different roles. The main roles identified are those regarding the family, the community, politics, culture and business.

71. This collection of roles is the lot of nearly every individual; thus, the education system must make certain that every student acquires the knowledge and skills which will enable him to play each of these roles, both now and in the future. Accordingly, the objectives of the Quebec school system are to adequately prepare the individual to exercise his family, socio-political, economic and cultural roles.

Second category of objectives:

> To develop, to the fullest extent, an individual's potential in such a manner that he can adequately practice his chosen vocation.

72. One of the major forces operating in the Quebec education system is the drive to ensure that, before the end of his studies, every student can obtain vocational training which will enable him to take his place in the labour market. Thus, vocational training provides knowledge and skills required in a trade or occupation and at the same time, encourages the development of a social consciousness and the ability to adjust to changes in the working environment.

Third category of objectives:

> To develop in the student those qualities of independence and creativity necessary for exercising his anticipated roles.

73. If the education system is to provide the student with conditions conducive to mastery of all the roles he must play in life, then it must be pointed out that acquisition of the ability to play these roles cannot be effected in any set manner. After all, present-day society is characterized by rapid changes in economic, social, cultural and political concerns. Such rapid evolution always modifies the content of the role to be played as well as its relative significance in daily life. Thus, man is called upon to change constantly, if he wishes to continue to fulfill changing roles.

74. It is for this reason that a significant portion of the education provided by the Quebec school system focusses on the development of qualities of independence and creativity in the student, since these qualities ensure a better adjustment to new situations, a more open mind toward change, and a greater capacity to find solutions to new problems.

Fourth category of objectives:

> To adapt instruction to the student's individual differences as regards needs, aspirations and rate of learning.

75. The acquisition of knowledge and abilities necessary for performing individual, social and economic functions in an independent and creative manner requires that all instructional activities be focussed on the student as the principal agent of his own education. This means that, in order to

achieve a balanced development, the student must advance intellectually, emotionally and socially at his own pace, and in accordance with his own particular needs.

76. The educational policies of Quebec are aimed at achieving an individualization of education in the following three ways:

- by offering the student different instructional techniques (pedagogical methods) and a learning pace adjusted to his own capabilities,

- by offering the student individual study programs compatible with his educational needs and aspirations,

- by offering the student educational support services geared to the solution of personal problems of a social, economic, emotional or intellectual nature.

77. These four categories of objectives (education to prepare the student for his roles in life, vocational training, development of qualities of independence and creativity, and instruction according to the student's potential and aspirations) are fundamental to the present education system in Quebec. Moreover, the specific objectives for various education "clientele" are all based on these four principles.

78. In the following pages, the specific objectives of each educational level will be identified in light of the preceding analysis, and applied to the students within each of the levels.

## 2. Pre-School and Elementary Education

### Objectives

79. Pre-School Education. Kindergarten is the first stage of the educational process. This stage is the start of a new life. The kindergarten serves as a link between the home (the child's present known world) and the school (the unknown world). The child passes from a limited and secure environment into a much larger society where he enjoys greater freedom.

80. The objective of kindergarten is to encourage the child's spontaneity, to instill in him the joy of learning and the pleasure of creating, and to help him discover himself through others. This level of education is based on activities which permit the child to:

- ask questions and communicate verbally;
- explore by means of his sense of touch;
- discover with his senses;
- create with his body.

81. He also discovers other children who are engaged in the same activities. In other words, he discovers his world and places himself in this world. At the same time, he develops his personality.

82. Elementary Education. The second step or stage is the elementary school. Elementary education pursues the same goals as pre-school education. However, at this level, the courses are structured and adapted to the psychology of each age or age group from 6 to 12 years.

83. The general purpose of elementary education is as follows:

> To develop in each child adequate mastery of means of expression and communication, as well as adjustment to an evolving society.

84. The following four objectives are related to this overall objective of personal development and social adjustment:

- to assure each child of a progressive acquisition of the tools of learning;
- to assure each child of a methodical introduction to the different fields of knowledge;
- to ensure the development of the child from physical, emotional, social, ethical and religious standpoints;
- to assure each child of the development of a sense of wonder, creativity and initiative.

85. The child develops in all these aspects at his own pace and in accordance with his own characteristics. Finally, this stage prepares the child to receive a more complex and specific education in secondary school.

## Program Organization

### a) Kindergarten

86. Admission. The pupils are admitted at the age of five.

87. Enrolment. Annual enrolment is compulsory for all pupils attending a school under the jurisdiction of a school board.

88. Length of Term and School Calendar. The term is one year based on one half-day (150 minutes of classes per day). The school calendar provides for five days of classes weekly, with a minimum of 180 days per year.

89. Pupil-Teacher Ratio. The child attends kindergarten half days only; thus every teacher is responsible for 40 children daily. Kindergartens for four-year-old children operate in approximately the same way as do kindergartens for five-year-olds. These kindergartens were established to help children from underprivileged environments integrate into the school system without difficulty.

90. Program. In kindergarten there is no course of studies. Activities are organized as follows:

- work organization activities;
- learning and training activities;
- consultation, evaluation and coordination activities;
- recreational activities.

91. Transition to Elementary School. This transition is automatic upon completion of kindergarten.

## b) Elementary School

92. Admission and Enrolment. Six years is the age required for admission; annual enrolment is compulsory.

93. Length of Term and School Calendar. The school calendar comprises at least 200 days of which 180 are reserved for instructional activities; the other days are used for planning, evaluation, meetings with parents and various student activities. The calendar is divided into a minimum of four stages of educational activity. In the course of a five-day week the student participates in 1,500 minutes of instructional activity. But the student's program may be reduced for the first three years; in this case, the weekly minimum is 1,250 minutes. The distribution of official programs should be over a period of six years. But these programs may be completed in five years by talented children or in seven years by children who experience learning difficulties.

94. Student Groups. The students are divided into working groups. The first criterion for assignment to a specific group is the chronological age of the student. Other criteria are also applied to the composition of groups, e.g. learning rate, maturity and group affinity. A student's progress is determined by continuous advancement, rather than promotion by grade.

95. Programs and Courses. The following subjects are taught:

- native language
- second language
- natural sciences
- social sciences
- mathematics
- fine arts
- musical expression
- dramatic expression
- physical education
- movement activities.

96. Methods of Instruction. There are program guidelines for each one of these subjects. They aid the teacher in preparing his lessons, outline the overall objectives and suggest ways and means to evaluate subject content and student competency.

97. Evaluation. The Ministry of Education prepares tests to evaluate the student's general development at various stages. These tests are made available to the school boards, which may also prepare their own tests for measuring and evaluating student progress. However, the school boards must administer general development tests to students on completion of their elementary school education; this makes it possible to evaluate the pupil's readiness for secondary school.

98. Transition to Secondary School. This transition takes place after six years of school, usually at the age of 12. Students not having successfully completed the program after six years may attend elementary school for a seventh year or change over to the secondary school by enrolling in a supplementary course. Whatever the case may be, the student automatically transfers to secondary school after seven years of elementary school, i.e. at the age of 13. In exceptional cases, a student may transfer to secondary school at the age of 11, if he has completed the elementary program and is considered capable from the point of view of his emotional and social maturity.

99. Support Services. The academic life of the student is supplemented by student activities organized within the school calendar. A flexible curriculum makes it easier for the student to seek advice from guidance personnel. Dialogues and exchanges of ideas are encouraged and the student is allowed to avail himself of such opportunities as often as may be necessary.

## 3. Secondary Education

### Objectives

100. While elementary education constitutes a stage of awakening and an introduction to the existence of means of expression, secondary education steers the student toward maturity and more sophisticated methods of inquiry. The exploration of various means of expression is continued. The subjects themselves become areas to be discovered and experienced, thanks to refinement of the tools of discovery.

101. In order to achieve this objective at the secondary level, education must focus on:

- the development of personal independence which will stimulate the student's sense of responsibility and motivate him to grow and mature;
- the emotional maturity of the student such that he is able to begin to identify his strengths and weaknesses;
- the social maturity of the student such that he is able to begin to identify his value and his usefulness to the community;
- the discovery of moral values which require that he exercise judgment, and reflect upon the interrelationship between himself and the world.

102. The other objectives of secondary school are more specific at this educational level and make greater use of the qualities of inquiry and understanding which were mentioned earlier:

- to ensure that each student acquires and develops oral, verbal, cognitive and motor abilities;
- to give every student the opportunity to pursue a methodical and balanced exploration of the various fields of knowledge;
- to present every student with the possibility of defining for himself a function related to the cultural and economic development of society;
- to ensure that each student develops motivation toward continuing education with a view to personal enrichment and constant adjustment to the social and economic situation.

103. Comprehensive secondary school education seeks to avoid premature specialization, while at the same time allowing the students to make choices or develop orientations which they may change at any point. Thus, the student's program of studies must include the following courses and activities:

- Courses in disciplines common to all students

  The goal of these courses is to provide a basic education for all.

- Courses in a specific discipline

  The goal of these courses is to allow the student to increase his knowledge of certain subjects according to his preferences and abilities.

- Complementary courses

  The goal of these courses is to cultivate interest in and respect for subjects and directions the student has not chosen as his major.

- Student activities

  These activities are aimed at allowing the student to communicate with others who share his preferences and inclinations.

104. Vocational training seeks to prepare the student for the immediate performance of a job in the community, and to make it possible for him, through independence, to grow personally and socially. Upon completion of his studies, the student will possess an education which will have been sufficiently specific to allow him to adjust quickly to special situations at work, and which will have been sufficiently diversified to enable him to perform related work at a more advanced level without too much difficulty.

105. As for general education, it prepares the student to reach the college level where he will be able to expand his knowledge in his chosen field.

## Program Organization

106. Enrolment. Annual enrolment is compulsory.

107. Length of Term and School Calendar. The school calendar includes at least 200 days, of which 180 are reserved for classes and student activities. The school calendar must be divided into at least two parts. The student must attend 1,575 minutes of combined courses and student activities during the five-day week. The secondary program ordinarily comprises five years divided as follows: the first two years constitute a course of basic education. The following three years allow for specialization in general or vocational education.

108. Student Groups. The school population is distributed in community cells of 100-150 students. These cells are formed in such a manner that student groups can meet as often as possible. Thus, it is advantageous to form these groups of students taking common courses. Activities regarding information, training and apprenticeship introduced in the course of studies are specified for each community cell.

109. Programs and Courses. Courses in disciplines common to all students are as follows:

- native language
- religion and ethics
- mathematics
- second language
- physical education
- personal development
- natural and social sciences
- arts
- family life sciences.

110. Courses in a specific discipline and complementary courses are chosen from among a wide variety:

a) As regards general education, the secondary school offers:

1. Training courses

    - personal, family, civic and economic training
    - ethical and religious training
    - physical education
    - training in the methods and techniques of intellectual work.

2. Instruction in the:

    - humanities
    - natural sciences
    - mathematics
    - arts
    - languages.

3. Information sessions on schools and vocations, etc.

b) In vocational training, there are over 200 courses grouped according to the following fields of activity:

- biological sciences
- physical sciences
- social sciences
- administration
- applied arts.

111. Evaluation. At the secondary level, promotion is by subject; a student can advance in the usual manner or at an accelerated pace in a particular subject, even if he falls behind in another. However, each subject includes an examination. If the student fails one of them, he must then repeat the course and he cannot enroll for a more advanced course in this subject until he has passed the prerequisite courses. After completing secondary school, the student is awarded a diploma issued by the Ministry of Education.

112. Advancement to College. Students having obtained their secondary education diploma in vocational training usually enter the labour market. On the other hand, the general education stream prepares its graduates for college study.

113. Support Services. Student activities now form part of an individual's school life. These activities, which are chosen by the student according to his aptitudes and special interests, may be held within the 200-day school term or during periods of free time. They are facilitated by the establishment of community cells within the school. These educational activities are complemented by various support services available to students: the student may seek advice from the school's guidance personnel on matters relating to scholastic and vocational information, career choices, or psychological, social and emotional problems.

## 4. College Education

### Objectives

114. As with the secondary level, the objectives of college studies are based on a comprehensive approach to education. Instruction given at this level attempts to prepare the student to effectively cope with all the roles he will be expected to play in future life. For this reason there are three main educational objectives:

- a basic education permitting the student to acquire the general knowledge necessary to deal with a variety of roles;
- a general education that enables the student to obtain access to university studies;
- technical or vocational training that enables the student to acquire the knowledge and skills necessary for the pursuit of a vocation upon completion of his college studies.

115. In addition, even if the two types of education (general and vocational) lead to different ways of life, the comprehensive education given at the college level aims at encouraging, within the educational process, a spirit of mutual understanding, communication and cooperation between the students enrolled in the two streams.

116. For educational purposes, students are divided into groups. These groups are concerned with similar studies which may in turn lead either to university, resulting in an extension of the education obtained in these fields, or to preparation for an occupation. This grouping of students encourages the growth of a spirit of cooperation among those who will later find themselves engaged in similar work. This holds true for both technicians (enrolled in vocational education) and professionals (students who intend to proceed to university).

117. Attempts to root Quebec society solidly in its citizenry, which is engaged in different but complementary types of work, are facilitated by the integration of the two types of college instruction, namely, the general and the vocational.

## Program Organization

118. Admission. Ordinarily, the age of entry to the CEGEP is 17 years. The conditions for admission to a college as a regular student are as follows:

- possession of a secondary school diploma
- meeting the specific requirements for the program selected
- meeting the specific requirements of the college concerned.

119. Length of Term and School Calendar. For students in general education (those who plan to pursue further studies at a university) the college program takes two years. For those in vocational education who will enter the labour market, the program takes three years. The school year is divided into three terms. At least two terms must cover 15 weeks of instruction each, not counting the examination period. One of the terms may be used by certain students to repeat courses taken in previous terms. Other students may use a given term to complete the number of courses required for this level of study. A term usually includes six courses plus two hours of physical education weekly. A course is composed of 45 lessons (or 45 hours).

120. Programs and Courses. The organizational framework for instruction provides for the composition of the individual student program in the following manner:

- Every student is required to take 12 compulsory courses regardless of his particular orientation. These are:
  - four language and literature courses
  - four courses in philosophy or the equivalent
  - four courses in physical education.
- In addition, the student selects an area of concentration (if he is in the general education stream) or an area of specialization (if he is in the vocational education stream).

  - The courses are selected from three or four disciplines.
  - The maximum number of courses in any one discipline is six.

- The area of specialization includes all courses required by a given specialty and takes into account vocational training requirements necessary for entry into the labour market. In each term, a minimum of three courses must be taken in the field of specialization.

- The student must also enroll in four complementary courses which allow him to come into contact with other fields of knowledge. These courses are chosen from disciplines other than those which comprise the student's area of specialization. The college courses are grouped in the following fashion:

1. Biological sciences and techniques
2. Physical sciences and techniques
3. Social sciences and techniques
4. Administrative sciences and techniques
5. Arts
6. Literature.

121. Evaluation and Transfer to University. Performance and acquired knowledge are evaluated for each course. As a rule, this evaluation takes term work as well as the results obtained on the final examination into account. Upon successful completion of the program of studies, the student is awarded a Diploma of College Studies which enables him to proceed to university, or to enter the labour market. On the diploma, mention is made of all results obtained in courses taken at the college level.

122. Support Services. As with the secondary level, there are guidance services available to the student at the college level. Also, there are other student services which provide advice on the following subjects:

- psychology
- career choices
- placement
- health
- social services
- religious counselling.

Other extracurricular and student activities are also being developed and integrated into the educational process. An educational project (for example, being involved in a play) undertaken by a student or a group of students may be recognized with a credit.

## 5. University Education

123. In Quebec, every university has its own unique qualities. The objectives and program organization of each one are contained in a specific charter (or act, as in the case of the University of Quebec). Although there are differences between the universities, the general objectives and principles contained in their organizational frameworks for instruction are essentially the same. Accordingly, the following description deals with general features common to all Quebec universities.

124. University education has two main goals:

- to transmit both theoretical and practical knowledge, thus making it possible to practice a profession in a competent manner;

- to encourage and organize scientific research with a view to the discovery of new knowledge and new techniques.

125. Thus the university has a twofold mandate which, in fact, forms the basis of the cycles of study. The studies pursued during the first cycle provide the student with basic knowledge, leading either to the practice of a profession or to higher studies focussing on research. The first cycle studies are centered around instructional activities (lectures, practical work, seminars, apprenticeship programs, etc.). In contrast, it is during the course of the second and third cycles that the university begins to fulfill the second objective - that of encouraging scientific research.

126. Although the second cycle includes a great many instructional activities, it tends to be centered around introducing the student to scientific research through projects undertaken on an individual basis. The studies of the third cycle make it possible for the student to conduct his own research and to experiment with new techniques in his field.

127. It should be obvious that the goal of university education in Quebec is to encourage each student to be the principal agent of his own education, and to progress at his own rate, while gradually moving from a basic education toward a specialized field of study and various degrees (bachelor, master and doctor). Preparation for entry into labour market is provided throughout a student's university career.

## Program Organization

128. Although it is understood, as noted previously, that differences do exist between the various universities, each has an organizational framework for instruction which includes the following general characteristics.

129. Admission. To be admitted, the student must have obtained a Diploma of College Studies or the equivalent. Candidates of at least 23 years of age who have the required knowledge and experience may also be admitted upon recommendation of a selection committee, and according to specific conditions.

130. Enrolment. A candidate who is admitted must enroll in the program to which he was admitted, and choose his courses from within that program. It is possible for a student to change the courses or program he has selected if he proceeds according to the conditions and within the time limits prescribed.

131. Length of Term and School Calendar. There are three cycles of university study:

- the bachelor's degree which, in principle, takes three years and is composed of 90 credits;

- the master's degree which takes one year (or three terms of 45 credits) beyond the bachelor's degree;

- the doctorate (two years or six terms) which can be obtained after a master's degree.

132. Programs and Courses. In general, programs of study are individualized so that the student may select courses which best suit his plans, needs and rate of learning. However, in determining his individual timetable, the student must comply with those rules specifying:

- a certain number of compulsory courses in the field in which he is enrolled;

- a certain number of courses chosen apart from his special field;

- a minimum and maximum number of courses for which a student may enroll in the same term.

133. Organization of Programs of Study. The instructional activities that form part of a given program consist of:

- lectures
- directed work performed in groups
- work done by the student on an individual basis.

In general, the academic year includes three terms, averaging 15 weeks each. A student's weekly schedule is usually composed of 15 course hours. In most cases, the summer term is used for re-enrolling in courses which have been failed, or for accelerated studies.

In general, the fields of specialization are grouped as follows:

- arts
- engineering
- literature
- biological sciences
- medical sciences
- administration
- life sciences
- social sciences
- physical sciences
- education.

134. Teaching Methods. The major part of the student's work takes the form of seminars, laboratory work and individual research. Personal initiative plays a very important role. The professor's task is primarily to give guidance and encouragement.

135. Evaluation. Evaluation is effected by the professor of the course; it is based on an appraisal of work done and performance on the examination, as well as the work done under direction and individually.

136. Study for a Master's Degree. The student must have obtained a specialized bachelor's degree in order to begin a master's study program.

137. Study for a Doctorate. The student must have obtained a master's degree if he wishes to pursue doctoral studies.

138. Support Services. The university also offers assistance with problems related to career choices, health, financial needs, religious problems, placement, etc. Also, the university offers students a wide range of social, cultural and athletic activities such that, on each campus, a sort of community life is created which answers the varied needs of students and faculty alike.

## 6. Adult Education

### Objectives

139. Continuous technological and scientific change often forces adults to update their knowledge in order to better understand the new life styles brought about by such change. However, this need for learning does not apply solely to the fields of science and technology. The adult also wishes to be an active member of society in cultural and social terms as well. In other words, he wants to upgrade both his general and vocational education.

140. The following are the objectives of adult education:

1. To provide all adults with educational resources and programs which are adapted to their needs for personal and educational improvement, and which take their experience into account.
2. To encourage individuals to assume responsibility for their further education, since each individual knows his needs and capabilities best.
3. To make the individual aware of the role played by the school in the educational process, and of his relationship with other educational resources outside the schools. The school is not the only place where learning occurs. Any human activity is related in some degree to education.
4. To adapt education to a variety of individual needs by encouraging personal and social development as well as vocational improvement.

141. For adults, the particular objectives at the secondary or college level are, in fact those described above, regardless of whether general education or vocational training is involved.

## Program Organization

### a) General Provisions

142. Admission. The following are the general conditions for admission to adult education courses:

- the applicant must be an adult, that is, he must be at least one year older than compulsory school age in Quebec;
- the person concerned must have left the regular school system not less than 12 months previously;
- the person concerned must meet the specific requirements of the course.

Nevertheless, these conditions are flexible and take individual achievements into account.

143. Enrolment. Enrolment takes place:

- in educational institutions, at the Multi-Media Centre, at the correspondence course branch, or in any recognized educational institution, for any educational course or project;
- at the Canada Manpower Centre for full-time courses in general education or vocational training.

144. Length of Term. Adult education must take into account an individual's particular situation in life, and allow him to study full-time or part-time; therefore, the length of the program is fairly flexible.

145. Teaching Methods. These methods are adapted to meet the needs of each group.

### b) Special Provisions for General Education

146. Admission. Each educational unit has its own prerequisites for enrolment, in accordance with the details of the general educational program concerned.

147. Objectives. Among the objectives of general education is academic upgradin to enable adults to enroll in the vocational training program of their choice.

148. Programs and Courses. The courses are divided into the following areas:

- social sciences
- pure and applied sciences
- administration
- arts and literature.

All secondary and college level courses are open to adults.

149. Evaluation. Studies are evaluated according to the credit system. Each course includes an examination, and a certificate is awarded, stating the results obtained.

### c) Special Provisions for Vocational Training

150. Admission. Enrolment for a full-time vocational training course is done through a counsellor at the Canada Manpower Centre. In order to take part-time courses, the applicant must be working in the trade or speciality related to the upgrading course. For the agricultural course, the student is required to have a general Secondary II education, be a farmer and be accepted by the regional advisory committee.

151. Objective. The objective of the vocational training program is to acquire or improve competence in a trade or speciality.

152. Programs and Courses. Courses are offered in all occupations and relate either to general tasks or special functions of a particular trade.

153. Evaluation. Studies are evaluated after each course, and a certificate is awarded. In addition, a cumulative report is kept so that a successfully completed program may result in a secondary certificate or a Diploma of College Studies, as the case may be.

### d) Special Provisions for Socio-Cultural Education

154. Objective. This program is aimed at providing the individual with a better understanding of his cultural and social environment, in order that he may change and improve it.

155. Programs and Courses. These courses deal with the solution of problems encountered in daily life. Program guidelines are used for this type of education. It is also possible for the group concerned to suggest other topics of study.

### e) Other Types of Adult Courses

156. Correspondence Courses. The Ministry of Education offers adults a wide range of correspondence courses. These courses usually end with an examination session, and a certificate similar to those given for courses taken in institutions is awarded.

157. Multi-Media Program. Through this program, educational projects are suggested and developed by small adult groups. The adults define their own needs and then establish and verify their education or training program with the assistance of qualified specialists. These programs may involve general and vocational training, or topics of social and cultural interest. In addition, use is made of media, group leadership techniques, and educational resources readily available in the community.

### f) Support Services

158. Services are available to adult students, for those in need of advice concerning their scholastic and vocational plans. These services are staffed by professionals, information specialists, group leaders and teaching and guidance counsellors. The counselling services are available year-round during the daytime and evening. They help by clarifying personal objectives and selecting teaching methods suited to the aptitudes and working experience of each individual. These services are located in the educational institutions which offer adult courses.

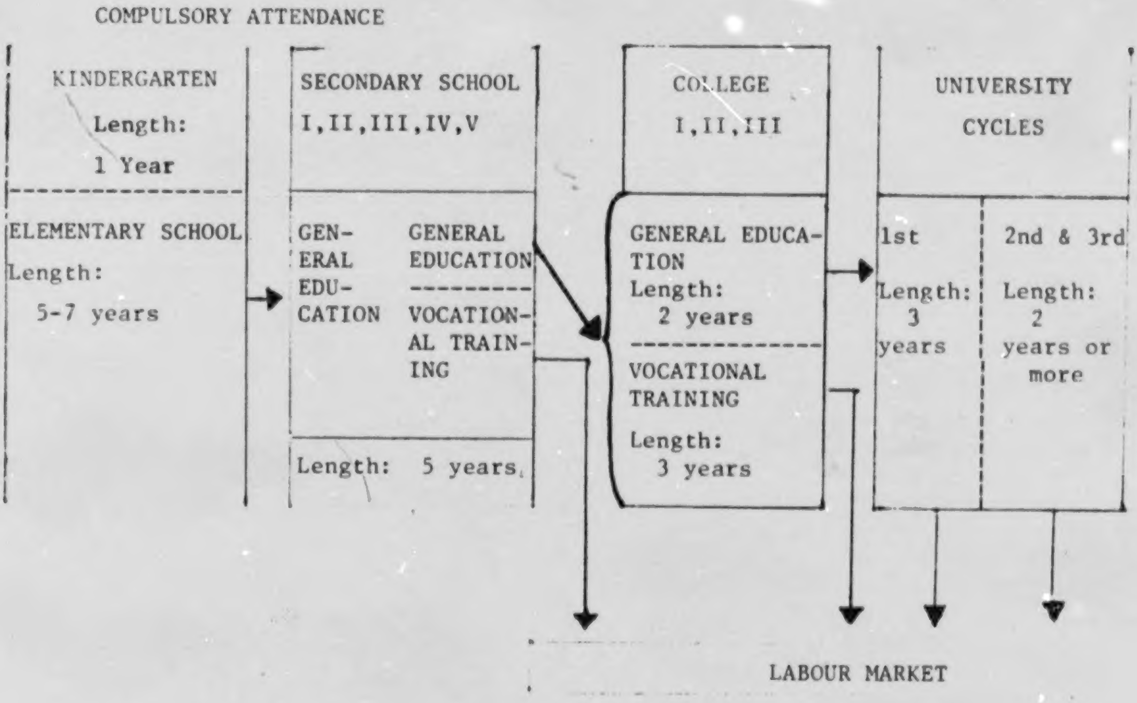
## 7. Conclusion

159. By way of conclusion, it may be useful to reiterate certain general trends which have emerged from the preceding description:

- The present objectives of the Quebec education system include not only the transmittal of knowledge, but also development of the student's ability to be independent and creative.
- In addition, program organization is flexible; this enables the student to set up an individualized program that corresponds as closely as possible to his preferences and aspirations.
- Finally, the program organization and teaching methods used make it possible to adapt the educational process to the student's aptitudes, and to his individual learning rate.

160. The Quebec education system offers every student the possibility of achieving the educational level which corresponds to his aptitudes and aspirations. Moreover, as the following diagram indicates, this education system allows the student to transfer between school levels, and to enter the labour market in an occupation which corresponds to his capabilities and vocational aspirations. The diagram shows, in schematic fashion, the various avenues open to the student to attain the educational objective he has chosen.

THE EDUCATION SYSTEM AND THE POSSIBILITIES OPEN TO THE STUDENT


COMPULSORY ATTENDANCE
KINDERGARTEN
Length:
1 Year
ELEMENTARY SCHOOL
Length:
5-7 years
SECONDARY SCHOOL
I,II,III,IV,V
GENERAL EDUCATION
GENERAL EDUCATION
VOCATIONAL TRAINING
Length: 5 years
COLLEGE
I,II,III
GENERAL EDUCATION
Length:
2 years
VOCATIONAL TRAINING
Length:
3 years
UNIVERSITY CYCLES
1st
Length:
3 years
2nd & 3rd
Length:
2 years or more
LABOUR MARKET

## C. Students and Resources

161. Introduction. As a follow-up to the preceding section, which dealt with general educational objectives and the objectives of the various levels of instruction, the present section will be devoted to a description of the students for whom these objectives are intended, and of the human, financial, and material resources used to attain these objectives.

162. However, it is necessary to point out that the description of the education system given in this chapter includes neither historical nor projected elements. For this reason, the description given of students and resources presents the system at present, rather than the system in evolution. Quantitative data in this section are summarized, since several statistical studies detailing student population constitute support documents for the review. The data submitted are given only in order to make the various elements of the school system, analyzed in the following sections, more intelligible.

163. Finally, it should be noted that the term "present" as used above must be interpreted in a relative sense; the quantitative data concerning the school system cover a period of two or three years, as statistics on students and human and material resources are not always available on a regular basis. But these irregularities are fairly insignificant in the overall context, because, since 1970, one can see that both student population and resources available have stabilized.

## 1. The Student Population

164. Quantitative data on student population are of prime importance because all activities of the educational system are student oriented. Student population also determines the magnitude of human, financial and material resources necessary for the educational process.

165. In the description of the student population, a considerable number of variables or characteristics must be taken into account. However, only those factors which have a bearing on the operation of the education system will be analyzed; the purpose is to make this section short, and to provide only that information essential for explaining the system as such.

### Student Population by Level

166. Table 3 shows the number of students enrolled in the school year 1972-73 by educational levels from kindergarten to college inclusive. Students are grouped according to sex. The same table also includes the number of university students; here the breakdown by sex was not available.

167. For the year 1972-73, it can be seen that 1,747,400 students were enrolled in regular courses offered by the various institutions within the education system. At that time, an approximately equal number of students attended elementary and secondary schools. In general, elementary and secondary studies are compulsory in Quebec, as the compulsory school age is set at 16 years which, for all practical purposes, corresponds to the age when a student usually terminates his secondary studies.

TABLE 3

STUDENT POPULATION BY SEX AND EDUCATIONAL LEVEL

SCHOOL YEAR 1972-73

| Level<br>Sex | Kindergarten | Elementary | Secondary | College | University | Total |
|---|---|---|---|---|---|---|
| M | 50,435 | 401,060 | 368,389 | 54,580 | * | 874,464 |
| F | 48,579 | 375,642 | 352,338 | 45,787 | * | 822,346 |
| Not determined * | | | | | 50,590 | 50,590 |
| T | 99,014 | 776,702 | 720,727 | 100,367 | 50,590 | 1,747,400 |

* Figures for university students broken down by sex were not available.

Source: Working Group on Educational Data, Planning Branch, Ministry of Education

168. In the same year, 99 percent of all children of elementary school age attended school, and approximately 95 percent of secondary school age attended. The Quebec education system reaches virtually the entire population required to attend kindergarten, elementary and secondary schools. These three levels alone represent 90 percent of the total student population for the whole of Quebec.

169. About six percent of the total Quebec school population attended college. However, it should be noted that college study takes two or three years compared to 11 years at the lower levels. In the latter, the ratio of boys to girls is equal; whereas, at the college level, male students are overrepresented with 55 percent of the total enrolment at this level being male.

170. However, it is necessary to add adult students to the 1,747,400 students who compose the regular student body. 57,085 adults are enrolled in full-time courses, and 302,383 are enrolled in part-time courses. The latter figure does not represent the number of students actually attending, but merely the number of registrations; a person may register for several courses and thus be counted more than once.

## School Population by Language, Creed, Public and Private Systems

171. As mentioned before, the school system of Quebec meets diversified student needs by providing both French-language and English-language schools within the public, private and parochial systems.

172. French- and English-Language Schools. Quebec offers the French-speaking majority and English-speaking minority a complete system ranging from kindergarten to university. Table 4 shows, for the last year for which statistics were available (1971-72), that at all levels English-speaking students constituted 16 percent of the total student population. The same table indicates that the proportion of English-speaking students tends to increase slightly in relation to the average figure for kindergarten. At the university level, 30.4 percent of the total attend Quebec's English-speaking institutions.

## TABLE 4

## SCHOOL POPULATION BY MOTHER TONGUE AND EDUCATIONAL LEVEL

## SCHOOL YEAR 1971-72

| Mother Tongue<br>Level | French | English and Others | Total |
|---|---|---|---|
| Kindergarten | 87,303<br>82.7% | 18,253<br>17.3% | 105,556<br>100% |
| Elementary | 716,164<br>83.5% | 141,575<br>16.5% | 857,739<br>100% |
| Secondary | 574,584<br>85.6% | 96,267<br>14.4% | 670,851<br>100% |
| College | 78,064<br>86.4% | 12,255<br>13.6% | 90,319<br>100% |
| University | 35,204<br>69.6% | 15,386<br>30.4% | 50,590<br>100% |
| Total | 1,491,319<br>84.0% | 283,736<br>16.0% | 1,775,055<br>100% |

Source: Working Group on Educational Data, Planning Branch, Ministry of Education

173. Parochial Schools. In addition to a complete education system for French- and English-speaking communities, Quebec offers the population a parochial elementary and secondary school system. Table 5 indicates that for 1971-72, 91.3 percent of the student population was enrolled in Catholic and 8.7 percent in Protestant schools. There is very little variation from one level to another.

## TABLE 5

## SCHOOL POPULATION BY RELIGION AND EDUCATIONAL LEVEL

## SCHOOL YEAR 1971-72

| Religion<br>Level | Catholic | Protestant and Others | Total |
|---|---|---|---|
| Kindergarten | 94,907 - 89.9% | 10,649 - 10.1% | 105,556 - 100% |
| Elementary | 778,519 - 90.8% | 79,220 - 9.2% | 857,739 - 100% |
| Secondary | 618,242 - 92.2% | 52,609 - 7.8% | 670,851 - 100% |
| Total | 1,491,668 - 91.3% | 142,478 - 8.7% | 1,634,146 - 100% |

Source: Working Group on Educational Data, Planning Branch, Ministry of Education

174. Public and Private Schools. In addition to schools which make provision for the student's religious and linguistic affinity, the Quebec education system makes it possible for various communities to maintain, through grants, a system of private schools, ranging from kindergarten to college. As shown in Table 6, six percent of the total student population enrolled at these levels in 1973-74 attended private institutions. These schools are more popular at the college and secondary levels than at the elementary level.

TABLE 6

SCHOOL POPULATION BY PUBLIC AND PRIVATE SYSTEM AND EDUCATIONAL LEVEL

SCHOOL YEAR 1973-74

| System / Level | Public | Private | Total |
|---|---|---|---|
| Kindergarten | 91,981 - 96.9% | 2,948 - 3.1% | 94,929 - 100% |
| Elementary | 719,932 - 97.4% | 19,325 - 2.6% | 739,257 - 100% |
| Secondary | 650,364 - 91.1% | 63,726 - 8.9% | 714,090 - 100% |
| College | 100,176 - 88.9% | 13,280 - 11.1% | 113,456 - 100% |
| Total | 1,562,453 - 94.0% | 99,279 - 6.0% | 1,661,732 - 100% |

Source: Working Group on Educational Data, Planning Branch, Ministry of Education

School Population by Type of Instruction

175. Comparing the years of study during which programs in both general and vocational education are provided, Table 7 shows that, of the total of young people and adults attending full-time courses in 1973-74, close to 70 percent were enrolled in programs of general education leading to studies in higher education. On the other hand, 47.7 percent of the adults registered attended vocational courses qualifying them directly for the labour market, whereas only 36.4 percent of the regular students were enrolled in the same type of courses. It should be noted that more than 44 percent of the college students planned to enter the labour market following their studies at this level, compared to 32.9 percent of the secondary students.

### TABLE 7

### REGISTERED FULL-TIME STUDENT POPULATION BY PROGRAM TYPE AT THE SECONDARY, COLLEGE AND ADULT LEVELS

### SCHOOL YEAR 1973-74

| Level \ Program Type | General | Vocational | Total |
|---|---|---|---|
| Secondary IV and V | 162,973<br>67.1% | 80,047<br>32.9% | 243,020<br>100% |
| College | 59,410<br>55.6% | 47,426<br>44.4% | 106,836<br>100% |
| Total - Regular Students | 222,383<br>63.6% | 127,473<br>36.4% | 349,856<br>100% |
| Full-Time Adult Students | 24,917<br>52.3% | 22,768<br>47.7% | 47,685<br>100% |
| Total | 247,300<br>62.2% | 150,241<br>37.8% | 397,541<br>100% |

Source: Working Group on Educational Data, Planning Branch, Ministry of Education

## 2. Human Resources

176. The objective of the Quebec education system is to provide the province's population with a quality education. Almost one and three quarters of a million students attend school in Quebec; therefore, it is most important that a sufficient number of resource persons be available to them for their education. The following tables show the extent of the human resources involved in education.

### Teaching Personnel

177. As indicated in Table 8, there were 76,600 teachers in 1972-73.* Two-thirds of this number were female. However, it must be pointed out that, whereas females comprised 90 percent of the teaching personnel at the elementary level, males comprised nearly 60 percent of the teaching personnel at the secondary level and almost 70 percent at the college level. Forty-six percent of the total teaching population was assigned to secondary education, and a fairly equal proportion to the kindergarten and the elementary levels.

---

* Statistics on university teaching personnel are not available for 1972-73.

## TABLE 8

## TEACHING PERSONNEL BY SEX AND EDUCATIONAL LEVEL

## SCHOOL YEAR 1972-73

| Level | Male | Female | Total |
|---|---|---|---|
| Kindergarten | 9 - 0.3% | 2,629 - 99.7% | 2,638 - 100% |
| Elementary | 3,049 - 9.8% | 28,085 - 90.2% | 31,134 - 100% |
| Secondary | 21,936 - 56.7% | 16,749 - 43.3% | 38,685 - 100% |
| College | 3,314 - 69.7% | 1,442 - 30.3% | 4,756 - 100% |
| Total | 28,308 - 36.7% | 48,905 - 63.3% | 77,213 - 100% |

Source: Working Group on Educational Data, Planning Branch, Ministry of Education

178. Moreover, as Table 9 shows, 85 percent of the teaching personnel was French-speaking, and 94 percent taught in the public schools of Quebec.

## TABLE 9

## DISTRIBUTION OF TEACHERS BY PUBLIC AND PRIVATE SYSTEM AND MOTHER TONGUE

## SCHOOL YEAR 1971-72

| Mother Tongue<br>System | French | English and Others | Total |
|---|---|---|---|
| Public | 61,956 - 85.0% | 10,571 - 15.0% | 72,527 - 100% |
| Private | 3,227 - 79.0% | 846 - 21.0% | 4,073 - 100% |
| Total | 65,183 - 85.0% | 11,417 - 15.0% | 76,600 - 100% |

Source: Working Group on Educational Data, Planning Branch, Ministry of Education

### Administrative Personnel

179. In addition to teaching personnel, the Quebec education system includes the administrative personnel required for the efficient operation of the various educational institutions. Table 10 shows that, in 1971-72, these institutions had 9,355 persons holding administrative positions. As this table indicates, the majority of the administrative force is involved in the public school sector; this reflects the distribution of educational institutions between the two sectors. Sixty-nine percent of all administrative positions are held by men. On the other hand, their representation is smaller at the elementary (52 percent) than at the secondary (78 percent) or college (76 percent) levels.

## TABLE 10

## ADMINISTRATIVE PERSONNEL BY LEVEL, PUBLIC AND PRIVATE SYSTEM AND SEX

## SCHOOL YEAR 1971-72

| System and Sex / Level | Public | | | Private | | | General | | |
|---|---|---|---|---|---|---|---|---|---|
| | M | F | T | M | F | T | M | F | T |
| Kindergarten | 2 | 25 | 27 | - | 11 | 11 | 2 | 36 | 38 |
| | 8% | 92% | 100% | - | 100% | 100% | 5% | 95% | 100% |
| Elementary | 1527 | 1353 | 2880 | 33 | 68 | 101 | 1560 | 1421 | 2981 |
| | 53% | 47% | 100% | 32% | 68% | 100% | 52% | 48% | 100% |
| Secondary | 3806 | 971 | 4777 | 430 | 213 | 643 | 4236 | 1184 | 5420 |
| | 79% | 21% | 100% | 66% | 34% | 100% | 78% | 22% | 100% |
| College | 610 | 122 | 732 | 89 | 95 | 184 | 699 | 217 | 916 |
| | 84% | 16% | 100% | 48% | 52% | 100% | 76% | 24% | 100% |
| General | 5945 | 2471 | 8416 | 552 | 387 | 939 | 6497 | 2858 | 9355 |
| | 70% | 30% | 100% | 58% | 42% | 100% | 69% | 31% | 100% |

Source: Working Group on Educational Data, Planning Branch, Ministry of Education

### Experience of Teaching and Administrative Personnel

180. The education system is not limited to simply providing students with a sufficient number of personnel; it also ensures that such personnel have the required qualifications. Table 11 shows the average number of years of educational experience. On the average, a teacher has had nine years of experience in education, and an administrator has had more than 16 years of experience. It is interesting to note that females have had more experience both as teachers and administrators.

## TABLE 11

## AVERAGE EDUCATIONAL EXPERIENCE OF TEACHING AND ADMINISTRATIVE PERSONNEL BY SEX

## SCHOOL YEAR 1971-72

| Sex | Teaching | Administration |
|---|---|---|
| Men | 7.9 years | 14.6 years |
| Women | 10.6 years | 20.1 years |
| General | 9.7 years | 16.3 years |

Source: Working Group on Educational Data, Planning Branch, Ministry of Education

## 3. Financial Resources

181. Clearly, Quebec's efforts to make a high quality system of public education available to the entire population have entailed a considerable financial investment. For several years the government of Quebec used almost one-third of its budget for education. The funds invested in education were divided between the public school system ($2,124,000,000), the private school system ($34,000,000) and various other expenditures.

### Public Education Expenditures

182. Table 12 shows that the total expenditures for education in the public school system exceeded $2,000,000,000 in 1971-72. The elementary and secondary levels received two-thirds of this budget, as the majority of the school population attended these levels.

TABLE 12

EDUCATIONAL EXPENDITURES FOR 1971-72, BY LEVEL IN THOUSANDS OF DOLLARS

| Level<br>Type | Elementary and Secondary | College | University | Adult Education | Total |
|---|---|---|---|---|---|
| Operational | 1,275,483 | 139,499 | 284,123 | 42,546 | 1,741,651 |
| Capital | 255,504 | 66,032 | 61,548 | - | 383,084 |
| Total | 1,530,987 | 205,531 | 345,671 | 42,546 | 2,124,735 |

Source: Working Group on Educational Data, Planning Branch, Ministry of Education

183. With regard to the utilization of these funds, about 82 percent were used for operational expenditures, whereas 18 percent were for the construction, purchase or major renovation of buildings. These operating costs were distributed in the following fashion:

Operational costs of elementary and secondary schools, in thousands of dollars, were distributed as follows for 1971-72:

| | |
|---|---|
| - Administrative services | $ 82,030.4 |
| - Instructional services | 759,420.1 |
| - Support services | 55,117.7 |
| - Auxiliary and community services | 97,400.1 |
| - Other services | 281,614.8 |
| TOTAL | $1,275,483.1 |

Operational costs at the college level were distributed as follows for 1971-72 (in thousands of dollars):

| | |
|---|---|
| - Administrative services | $ 15,238.4 |
| - Instructional services | 70,937.8 |
| - Support services | 14,157.9 |
| - Auxiliary and community services | 5,981.4 |
| - Other services | 33,183.2 |
| TOTAL | $139,498.8 |

Operational costs at the university level, in thousands of dollars, were distributed as follows for the same year:

| | |
|---|---|
| - Teaching | $125,674.5 |
| - Research | 45,873.1 |
| - Libraries | 7,258.2 |
| - Data processing | 5,889.1 |
| - Student services | 7,644.6 |
| - Auxiliary facilities | 17,655.7 |
| - Land and buildings | 17,598.8 |
| - Administration | 45,332.3 |
| - Other | 9,196.6 |
| TOTAL | $284,122.9 |

## Funds Allocated to the Private School System

184. In addition to the funds allocated to the various public education institutions, the Government of Quebec - by means of grants - makes the maintenance of a private system of educational institutions possible. Almost all of the grants are applied to operating costs. If a private establishment is deemed to be in the public interest (for example, if the instruction it provides is judged equivalent to that of the public system, and if the courses given there are approved by the Ministry), 80 percent of operating costs are covered by grants. On the other hand, for a recognized private establishment without the specified qualification as to public interest (that is, when the programs do not correspond with the official programs of the public sector but are nevertheless deemed to be of value), only 60 percent of operating costs are covered by grants.

185. In 1971-72, operational grants for the private sector were distributed as follows (in thousands of dollars):

| | |
|---|---|
| - Kindergarten and elementary | $ 1,422.8 |
| - Secondary | 20,640.8 |
| - College | 10,586.9 |
| - Exceptional children | 1,731.2 |
| TOTAL | $ 34,381.7 |

### Other Expenditures

186. In addition to expenditures directly connected with the maintenance of the public and private school systems, certain other funds are directly or indirectly allocated to education. One of the important cost items that should be mentioned is the maintenance of a system of loans and bursaries which help the student at the college or university level to balance his expenses and income. In 1971-72, 44.8 million dollars were allocated for this purpose, the average amount being $850 per student.

### Sources of Revenue for the Public School System

187. In 1971-72, the revenues which covered expenditures totalling $1,741 million were collected from the following sources:

| | | |
|---:|---|---|
| 447,184.5 | thousand dollars from | real estate taxes levied by the school boards |
| 1,019,183.6 | thousand dollars from | grants made by the Quebec government |
| 73,843.1 | thousand dollars from | the federal government in the form of direct grants |
| 26,564.8 | thousand dollars from | self-supporting services and rents |
| 38,078.1 | thousand dollars from | student fees |
| 136,796.8 | thousand dollars from | other sources (donations, sale of services, etc.) |
| 1,741,650.9 | thousand dollars | |

## 4. Material Resources

188. It would be tiresome to list all items directly allocated to education. However, it is necessary to give a general description of the equipment made available to the student population. Accordingly, a general description follows, by educational level, of equipment found in a typical school.

### Elementary School Equipment*

189. As was seen in Chapter 1, education at the elementary level focusses on work organization, learning and training activities, as well as evaluation and joint projects upon which the student works either by himself, in a group, or with the teacher. The schools themselves at the elementary level must, therefore, be of different sizes, flexible and functional in order to accommodate such diversified teaching requirements. Accordingly, the following facilities are available:

---

* As there is such a great variety of elementary schools and equipment, the following description refers only to that used in the "open-plan" type of school.

190. The Teaching Area allows all students of the same age to gather in one group in an open area. Each such area is equipped with mobile walls but also includes a closed area to accommodate a small group of students, and a small room for the teaching team working in the same area. In addition to these areas, the elementary school may have, if needed, rooms for exceptional children; these rooms are used for supplementary courses and correctional instruction.

191. The Resource Centre is the place where true individual learning occurs. It is mainly designed for reading and research work. It must be physically located in the centre of the school, and be connected to the teaching areas. Furthermore, it must include two areas: an area for display of resource material and a working area.

192. The Kindergarten is a transitional institution between home and school. Located on the ground floor of the school, this area covers a physical space that is usually circular in shape. The kindergarten is equipped to receive groups of about 20-40 children.

193. The Gymnasium. Development of the child's psycho-motor skills and social abilities are both objectives of the elementary school. Therefore, games are emphasized, as they involve both physical exercise and cooperation with others. For these reasons, every elementary school is equipped with a gymnasium.

194. Optional Facilities. Depending upon the size of the school population, an elementary school may have a music room, an art room or a multipurpose room which may be adapted to instruction in either of these fields.

195. In addition to the areas set aside for teaching, the elementary school has similar areas for administrative services and for general purposes, including a medical clinic with a first-aid unit, toilets and lavatories, a cloak room, the caretaker's quarters and a storage room for furniture and other equipment.

## Comprehensive Secondary School Equipment

196. As part B has indicated, learning situations and techniques in the comprehensive secondary system vary greatly. However, they have three general categories in common: learning by obtaining knowledge through instruction (information), learning by sharing knowledge with fellow-students (exploration) and learning by discovering knowledge through individual research. The physical setup of the comprehensive secondary school must, therefore, provide for these three types of learning.

197. The Teaching Areas of the secondary school are grouped around the various departments; each department comprises a teaching area equipped with a laboratory or workshop facilities, or a library. It can be subdivided by mobile partitions or screens, depending on the kind of activities scheduled, and the size of the groups.

198. Areas for Vocational Training. While the comprehensive secondary school provides an education which prepares the student for work in a particular occupation in the labour market, the unique requirements of the various sorts of vocational training lead to special concepts of space arrangement, and equipment. In addition to rooms provided for instruction of large, medium-sized or small groups, specific areas for technical training must be arranged to include laboratories or workshops with a variety of specialized equipment.

199. Rooms Reserved for Student Services. Because the school is not meant to be merely an institution for instruction, but also an attractive environment for the students, several rooms are set aside for student activities and other services. These areas can be divided into two categories:

- student facilities for use in free time, usually including a meeting room, a student social centre, an auditorium, a cafeteria, and a gymnasium, the latter is also used for physical education;
- counselling rooms set aside for individual activities complementary to education activities.

200. Areas Set Aside for Administration. These areas are large or small, depending upon the size of the student body; in general, space is provided for the following:

- offices for the administrative personnel of the school (principal, vice-principal and office staff);
- offices for teaching staff and teachers' lounge;
- storage room for materials, equipment and supplies, maintenance workshop and caretaker's quarters.

## General and Vocational College Equipment

201. On the whole, the equipment of such colleges is virtually the same as that of the secondary school: areas set aside for teaching, student activities and administration. However, by virtue of the particular nature of college instruction, the specific trade offered by each college, and the size of the student group to be served, there are considerable differences in the physical layout of these establishments. In order to give an accurate picture of the teaching equipment and setup, the following description is based on an average CEGEP (General and Vocational College) in a medium-sized city, with about 2,500 - 3,000 students, of whom 60 percent are registered for vocational training.

### a) Teaching Area

202. As was previously indicated, the focus of general education and vocational training at the college level is on instruction specific to each section or group. The following four types of areas reflect the various learning needs:

- regular rooms for classroom teaching and lecture rooms equipped with the teaching and audio-visual aids needed for instruction;
- science laboratories, complete with equipment needed for teaching in both general and vocational streams;
- workshops which provide for the teaching of skills necessary for apprenticeship in the various trades required by the labour market;
- special areas devoted to teaching or training connected with general education or the humanities, which require specific equipment.

### b) Areas Set Aside for Support Services

203. The instructional and physical facilities designed to assist students in their educational efforts include:

- the library, which is supplemented by an audio-visual section and which includes, in addition to the space set aside for storing books, individual working spaces for students;
- the auditorium, which contains a large number of seats, a complete audio-visual unit, a cloak room, sanitary facilities and dressing rooms;
- the gymnasium, which includes areas and equipment used in teaching or in free physical exercise.

### c) Student Facilities

204. As in secondary schools, rooms are set aside here for student services (psychology, guidance, student placement, health and religious counselling) and as areas to be used by the students for leisure time activities and athletic, social and cultural activities. These rooms are usually arranged according to need.

### d) Administration Area

205. Various rooms are set aside to accommodate the administrative personnel and services of the college. These rooms are also used to store the equipment used by members of the teaching staff. In addition, it should be noted that the data processing service is used for both administrative and teaching purposes. For this reason, areas for instructional purposes are available in addition to those provided for technical apparatus and administrative personnel.

### e) Residence and Cafeteria

206. In general, a large part of the student body attending a CEGEP comes

from distant locations; therefore, the majority of the CEGEPs have a cafeteria and a student residence. Ordinarily, they also have a student lounge, which serves as a place for informal meetings and relaxation.

### University Equipment

207. Strictly speaking, there is no typical university equipment; it varies according to the nature of the studies provided by the faculties or departments. As a rule, administrative, athletic and recreational services are centrally located on the university campus. The physical size of the campus and its buildings is directly proportional to the size of the student body.

### Equipment for Adult Education

208. The school equipment described previously is also used in adult education. However, some additional laboratory equipment is required for this type of education in certain locations where a large number of adults are involved.

## 5. Conclusion

209. As a result of the preceding analysis, it can be stated that Quebec's expenditures in education have made it possible for some 1,804,485 persons (the number of regular students in 1972-73) to benefit from extensive human and material resources.

210. The table immediately following makes it possible to compare the different amounts of funds invested for resources with the number of regular students enrolled in the various levels.

211. As regards human resources, 82,033 teachers teach 1,747,400 students (excluding those registered in adult courses). However, it should also be noted that the school system covers the entire province of Quebec. There are 2,234 elementary schools across the province, with an average of 390 pupils each. At the secondary level, education is provided in 958 schools, each having an average of 750 students. At the college level, there are an average of 2,230 students on each campus, whereas a university has an average of 2,810 students per campus or affiliated unit.

212. It is not possible to itemize the average educational cost per student because financial statistics are not available for the year 1972-73.

## TABLE 13

## SUMMARY OF STUDENT POPULATION, HUMAN, MATERIAL AND FINANCIAL RESOURCES INVOLVED IN EDUCATION IN QUEBEC

| Level | Students (1) | Teaching Personnel (2) | Number of Public Schools (3) | Number of Administrative Units (4) | Operational Budget in Millions of Dollars (5) |
|---|---|---|---|---|---|
| Elementary (including kindergarten) | 875,716 | 33,772 | 2,234 | 245 | 1,275.5 |
| Secondary | 720,727 | 38,685 | (8) 958 | 89 | |
| College | 100,367 | 4,756 | (9) 45 | 37 | 139.5 |
| University | 50,590 | 4,820 | (10) 18 | 7 | 284.1 |
| Adult Education | (6) 57,085 | (7) --- | (11) --- | --- | 42.5 |
| TOTAL | 1,804,485 | 82,033 | 3,255 | 378 | 1,741.6 |

(1) Statistics for the year 1972-73

(2) Statistics for the year 1972-73

(3) Statistics for the year 1972-73

(4) Statistics for the year 1972-73

(5) Statistics for the year 1971-72

(6) Full-time students only

(7) Statistics not avilable

(8) This figure represents the actual number of buildings. Of this total, 647 schools provide general education only, 26, vocational education only, and 253, comprehensive secondary education. The other 28 schools provide various types of specialized education.

(9) Of the 37 CEGEPs, 5 are regional; they comprise a total of 13 campuses.

(10) In all, the 7 universities operate through 18 campuses or affiliated universities.

(11) Statistics not available

Source: Working Groups on Educational Data and Finance, Planning Branch, Ministry of Education

## D. The Component Institutions and Administrative Operation of the Education System

213. In the preceding section, a description of general educational objectives and their application to the various levels of the education system was presented, as was a description of the student population and the resources available. The following section will be devoted to a discussion of the administration of Quebec's education system. First, the nature, terms of reference and structure of each organization or institution in charge of administration will be reviewed. Then, a description will be given of the division of responsibility among these entities, each of which contribute to the efficient functioning of the education system.

### 1. Organizations Responsible for the Administration of the Education System*

214. Quebec's education system is partially decentralized; thus, responsibility for educational development and administration is distributed among several organizations. However, these organizations can be classified according to the level of responsibility involved, as follows:

- central administrative organizations, which have responsibility for the overall development of the educational system;
- intermediary organizations, which are responsible for the implementation of general policies established by the central authority and for the coordination of educational policies at the regional level;
- local organizations, which are, in effect, the educational institutions responsible for providing students with an education.

#### The Central Authority

215. There is only one central organization responsible for the administration of education in Quebec: the Ministry of Education. Established by legislation in 1964, it is responsible for:

> promoting education, assisting young people in planning and determining their future, and ensuring the development of educational institutions.[23]

216. At first, the role played by the Ministry was all-encompassing, in order to develop a system of public education which would serve the entire population of Quebec. However, this period is coming to an end, because this objective has largely been attained, as the following sections will demonstrate.

---

* For a fuller understanding of the following pages, refer to the organizational diagram on page 66.

### a) The Ministry of Education in 1974

217. In September 1972, the Honourable François Cloutier, Minister of Education, established general guidelines for the Ministry. He stated in particular:

> . . . I am not saying that the Ministry of Education has not been a centralizing organization. It has indeed served such a purpose, particularly at the outset, and it had to do so. One need only recall the situation prevailing at the time, with the large number of school boards and the considerable disparity existing among programs. It was necessary to establish order, to align these disparate entities, to establish policies and administrative procedures . . . in other words, to proceed in such a manner that all children of Quebec would be able to benefit from comparable opportunities. However, whereas this centralizing phase was necessary at that time, a decentralizing phase is called for now. This new phase has already started, thanks to various measures . . . .
>
> As part of its overall responsibility, the Ministry of Education must ensure a balance of financial and human resources, as well as educational quality and control, while still giving local institutions the freedom of operation which they require.[24]

218. Thus, the main responsibilities of the Ministry of Education are the definition of educational objectives; the coordination of educational research and innovation; the establishment of minimum standards and norms for the allocation of human, financial, and material resources; the development of educational guidelines; and the coordination of policies regarding curricula and educational support services.

219. The Present Role of the Ministry of Education. In order to carry out the responsibilities described, the Ministry of Education performs the following functions:

1) Planning Role

   The Ministry defines general objectives for the Quebec education system, and specific objectives for each of the different educational levels. Moreover, it establishes policies designed to facilitate the attainment of these objectives.

2) Controlling Role

   Once objectives are developed, the Ministry establishes priorities. Also, it determines the general allocation of resources in accordance with the principles of fair distribution and economic practicality. It establishes mechanisms to control the observance of priorities and ensures the evaluation of attained objectives.

3) Coordinating Role

   The Ministry ensures the creation and operation of mechanisms for the coordination of activities among the various educational levels, or within the same level.

4) Role of Support and Leadership

Since the Ministry is not the only organization responsible for the operation of the education system, it provides support and leadership to other agencies within the system, by suggesting instructional and administrative guidelines and methods of establishing and evaluating particular objectives.

220. The Organizational Structure of the Ministry of Education. As is the case in all other Quebec ministries, the Ministry of Education is headed by a minister, who is an elected member of the National Assembly. To assist him in his duties, the Minister has at his disposal the permanent staff of the Ministry which, in 1974-75, numbered 2,100. The structure of the Ministry can be described as follows:

1) The Office of the Deputy Ministers assists the Minister in the general administration of the Ministry, the recommendation of new policies and the internal coordination of the Ministry's activities. Legislation stipulates that this office must be composed of at least one deputy minister and two associate deputy ministers, one of Catholic and the other of Protestant faith. In 1974-75, the office of the deputy ministers included seven assistant deputy ministers.

2) The branches responsible for educational administration recommend general development policies and supervise the implementation of present policies. There are eight branches whose responsibilities are divided as follows:

   - the administration of the elementary and secondary levels is the responsibility of the Elementary and Secondary Education Branch, Finance Branch, Buildings and Equipment Branch, and the Regional Offices Service;

   - the administration of colleges and higher education is the responsibility of the College Education and Higher Education Branches and the Loans and Bursaries Service;

   - the administration of adult education is carried out by the Adult Education Branch.

3) The support services assist the various sections or branches of the Ministry in their work. These services include the Planning and Management Branches; the Communications, Educational Personnel, Catholic and Protestant Education, and Data Processing Services and the Service for Cooperation with Other Governments.

## b) Advisory Bodies to the Ministry of Education

221. In addition to the various components within the Ministry of Education, three advisory bodies, created by legislation, assist the Minister in the formulation of policies for the development of the Quebec education system.

222. The Superior Council of Education is a body which the Minister may consult on any question concerning education and which he must consult in specific cases as stipulated in the Council Act. The Council is composed of 24 members of whom at least 16 are Catholic, four are Protestant and one neither Catholic nor Protestant. These members are appointed by the Lieutenant-Governor in Council, after consultation with religious authorities, parent, teacher and school administrator organizations, and socio-economic groups. The Council is directed by a president and a vice-president, one of whom is Catholic and the other Protestant. The Council appoints a Catholic and a Protestant Committee which the Minister must consult on the following questions:

- classification of educational institutions by faith;
- regulations concerning Christian education and religious and moral instruction;
- approval of curricula, textbooks and teaching aids from religious and moral standpoints;
- approval of courses in the Catholic or Protestant religion.

The Council is assisted in formulating its recommendations to the Minister by five commissions which correspond to the different educational levels. The members of these commissions, or committees, are appointed by the Council after consultation with the organizations concerned.

223. The Council of Universities. The main function of this Council is to advise the Minister concerning the needs of higher education and university research, and to make recommendations on the measures to be taken to meet these needs. However, the Minister is expected to consult the Council on:

- development plans for higher education;
- the annual operating budgets for universities and the distribution of funds among the institutions;
- appropriate measures to ensure coordination among the various higher education institutions.

This Council is composed of 17 members, who are appointed by the Lieutenant-Governor in Council following consultation with the various organizations concerned. It includes nine members from the universities, four from the business world, the president of the University Research Commission, two government officials, and the president. In order to fulfill its mandate, the Council of Universities is assisted by the University Research Commission, a programs committee and a finance committee.

224. Advisory Commission on Private Education. This Commission is composed of nine members appointed by the Lieutenant-Governor in Council. At least six members are appointed after consultation with the most representative groups of private school headmasters, teachers and parents. The Minister must consult with the Commission on:

- granting status to a private institution;
- approving the curriculum of such an institution.

## The Intermediary Level

225. Within the education system of Quebec, there are intermediary administrative bodies for the various educational levels. Their level of responsibility is midway between that of the Ministry of Education and the educational institutions. In effect, they are regional organizations responsible for the administration of the educational institutions under their jurisdiction, within the framework of the general policies established by the Ministry of Education.

226. Furthermore, each educational level has an administrative unit of its own. On the whole, their nature, constitution, and assigned responsibilities are comparable. Thus, before describing each one of them, it is necessary to define their common features:

- their composition, nature and terms of reference are specified in the acts administered by the Ministry of Education;

- they are all composed of representatives of interest groups (parents, teachers, students), whose appointment is prescribed by law;

- they constitute true decision-making bodies and are established as public corporations with corresponding powers. However, legislation obliges them to consult their respective advisory bodies;

- they have the following general responsibilities:

  a) to hire and administer educational personnel;

  b) to ensure that the educational programs provided conform to objectives laid down by the Ministry;

  c) to acquire and administer the capital and non-capital items required for education;

  d) to levy taxes and to control expenditures;

  e) to ensure the administration of educational institutions within their jurisdiction;

  f) to develop and enforce internal regulations.

227. The School Board. The school board is the public corporation which is responsible for the education, at the kindergarten and elementary levels, of those children living within its jurisdiction. In Quebec, the school boards are either Catholic or Protestant. Each board is composed of a council assisted by an advisory and an administrative body:

- The Trustees' Council is an accountable body whose members are elected by universal suffrage. The Council then elects a president and an executive committee from among its membership. It is responsible for making the decisions delegated to it by law and, in a general way, for administering the educational institutions within its jurisdiction. Moreover, the Council is, in effect, a form of government since it draws part of its revenue from taxes, a power granted it by law. In addition, it must ensure that the children who live within its jurisdiction are provided with the necessary educational facilities up to the end of compulsory school age (15) and receive free schooling and such transportation as may be needed.

- The Parents' Committee is an advisory body which the Council must consult regarding the efficient operation of the various educational institutions, and the needs of the student population. It is composed of representatives, elected on an annual basis, from school committees made up of students' parents.

- Finally, the Trustees' Council is assisted in its daily administration of the network of elementary institutions by the permanent administrative personnel of the board. This permanent body of personnel is headed by the executive director, who acts as secretary-treasurer of the Council. The administrative personnel thus assist the Council in the preparation of policies and procedures regarding instructional services, finance, equipment and staffing. Once these policies are officially adopted, the administrative personnel see to their implementation by the schools.

228. The Regional School Board. An educational corporation, called a regional school board, is responsible for providing secondary education in a given geographical area. In fact, this corporation represents a formal amalgamation of several school boards (responsible for elementary education) and is recognized by law. The purpose of this association is to centralize the services for secondary education within a large area. Since the ratification, in 1971, of the law concerning the reorganization of school boards, some have availed themselves of various possibilities under this law and have combined elementary and secondary education under one administration.

- The regional board's Trustees' Council is composed of trustees elected by those school boards which form the regional board. To facilitate matters, the Council elects from among its members an executive, which includes a president and a representative from each school board composing the regional board. It should be noted that the regional board has no direct taxation powers, as is the case with the local school boards. However, each local school board is required by law to make a financial contribution to the regional school board in order to defray the costs of secondary education for children living within its jurisdiction. Thus, the regional board collects part of its revenue from the contributions received from its member school boards.

- The Trustees' Council and the executive of the regional school board are assisted in their duties by two bodies similar to those described in connection with the local school boards, i.e., by the board's permanent administrative personnel, and by the Parents' Committee.

229. The General and Vocational College Corporation. In Quebec, college education takes place at the CEGEP. Within this institution, a distinction can be made between two types of functions, namely, those concerning instruction and those concerning administration. The latter will be described here. The CEGEP is a public corporation, in the true sense of the Civil Code. It possesses both the general and specific powers of the school boards described above. The rights and powers of the college are exercised by a Board of 19 members appointed by the Lieutenant-Governor in Council; the terms of appointment are as follows:

a) five members are appointed after consultation with secondary and post-secondary education institutions, social and business groups, and school boards within the area concerned;

b) four members are college professors, nominated by their peers;

c) four members are parents, appointed by the parent community;

d) two members are students, appointed by the student body;

e) two members are appointed from nominations approved by the majority of persons forming the Board;

f) the principal and the academic dean are appointed by the members of the Board and also sit on this body.

230. The CEGEP Board elects from among its members a chairman and an executive. It must be emphasized that the college corporations have the same powers and perform the same duties as do the school boards or regional school boards described in the preceding sections. The CEGEP Board has no direct taxation powers or the right to impose levies; it draws most of its revenue from grants made by the Ministry of Education.

231. Similar to the local or regional school board, the CEGEP Board is assisted in the execution of its duties by two bodies:

- The management of the college is the responsibility of personnel hired for this purpose, who are under the supervision of the principal and the academic dean. This personnel ensures the implementation of decisions made by the Board or by the Executive Committee. Its principal tasks include instructional services, student services, finance, equipment, staffing and auxiliary services.

- In addition, the Board is assisted by an advisory body - the Academic Council, whose composition, powers and duties are prescribed by legislation. It must advise the Board on the organization and development of education, and the nominations for positions in academic departments. The Council members are appointed by the Board but at least three are elected by the faculty. The academic dean is a Council member as well.

232. University Administration. Although every university in Quebec has its own charter (or legislation, as in the case of the University of Quebec), the universities are all administered by a decision-making body called the "University Council" or "Board of Governors".

233. This Council has general powers similar to those described in previous sections relative to school boards. It is ordinarily composed of the president and vice-president of the university, the deans of the faculties, representatives of the teaching staff and students. In the majority of cases, it also includes representatives from the business world. In order to expedite the decision-making process, the Council elects an executive from among its members.

234. In addition, this decision-making body is assisted by various advisory bodies whose functions, composition and number vary from one university to the next. It should be noted, however, that the latter are generally composed of representatives of the administration, faculty and students. The principal advisory bodies are called Studies, Academic, Research, Planning, Administration and Student Affairs Councils or Commissions.

## The Local Level

235. Local responsibility for the administration of the education system is assigned to the educational institutions themselves. Although the nature of their responsibilities and composition differs somewhat from one educational level to another, all have the same general objectives and functions. Accordingly, a brief description of these common general objectives and functions will be presented, before the differences existing between institutions at the various levels are discussed.

236. Objectives and Functions of Educational Institutions. Four categories of objectives and functions can be identified. The first two (instruction and student life) include activities directly related to the student's education, while the other two deal with support services. Accordingly, the functions of each educational institution are outlined below.

237. Instruction. This function includes all activities contributing directly to the student's intellectual, social, emotional, and vocational education. It concentrates on planning, organizing and supervising the entire spectrum of educational activities, in accordance with general policies established by the Ministry of Education, and specific policies established by the school board. Activities connected with this function pertain to educational content, school organization, individual instruction and teaching techniques, such that the individual needs of the various student groups attending the institutions are satisfied.

238. Student Life. Services related to student life complement those described above. Those responsible for this area attempt to plan, organize and supervise activities supplementary to education, which encourage growth of students' personalities and their integration into the social environment of the school. Accordingly, participation in extracurricular activities is encouraged. Support services for individual assistance are also maintained (guidance, counselling, etc.).

239. Administration. Administration includes all those activities directed toward ensuring the efficient operation of the educational institution. Responsibilities in this area include the determination of each particular institution's objectives, and the development and implementation of policies aimed at achieving these objectives and of procedures for administration of the institution's personnel and its financial and material resources.

240. Auxiliary Services. These services ensure that the institution has the physical organization and equipment necessary to carry out its program and to provide community services. In particular, these services relate to equipment, transportation and housing and food supplies, in accordance with the policies of the particular institution concerned.

241. Educational Institutions at the Kindergarten and Elementary Levels. In Quebec, instruction at both the kindergarten and elementary levels is the responsibility of the elementary school, which is administered by the local school board. The activities described above are carried out in the elementary school as outlined below.

242. Instruction is the responsibility of the school's teaching staff. The number of teachers for kindergarten and elementary classes is determined in accordance with the number of children registered. On the average, the kindergarten teacher receives two groups of 25 children daily, as the children enrolled at this level attend on a half-day basis. Pupils enrolled at the elementary level attend school for the whole day; each elementary teacher is responsible for 26 children. In addition to the teaching staff, the elementary school has specialized personnel who ensure the availability of student services in accordance with the number of pupils enrolled.

243. Administration is in the hands of the principal. He is responsible for the daily operation of the school and for liaison with the executive director of the school board. Depending upon the number of pupils enrolled, the principal may be assisted by one or two vice-principals. On matters pertaining to program administration, the principal must consult his teaching or educational support staff. The advisory body set up for this purpose is the School Council.

244. Finally, legislation provides the elementary schools with an advisory council which identifies the specific needs of each particular student population, encourages parent participation and proposes means to ensure the attainment of each school's objectives. This advisory council or school committee is composed of representatives elected from among the parents involved, the principal, and a representative from the teaching staff.

245. Educational Institutions at the Secondary Level: The Comprehensive Secondary Schools. General or vocational education at the secondary level is provided by the comprehensive secondary school, under the administration of the regional school board. At this type of school, the general functions of any educational institution are carried out as described below.

246. The actual task of instruction is assigned to the school's teaching staff. However, as program organization is based on completely individualized student timetables, no teacher has his own class to which he teaches several subjects. Students are grouped by subject, and receive instruction from a teacher who is a specialist in that particular subject. This specialist meets several different student groups per day; at the secondary level, the pupil-teacher ratio is approximately 17:1. The teaching staff is assisted by the various department heads who coordinate the teaching of a particular subject in each school, and by specialists in the fields of general, vocational and special education, and evaluation. These specialists, called coordinators or teaching consultants depending upon their area of specialization, are appointed by the regional school board; in their respective capacities, they coordinate the activities of each region's comprehensive secondary schools.

247. Within the comprehensive secondary school, student activities are the responsibility of two additional groups of specialists:

1) group leaders, or specialists in student activities, who are responsible for encouraging participation in the community life of the school and in the various activities related to education. They are also in charge of the organization of social, cultural, and athletic activities;

2) student services specialists, who are responsible for providing a variety of services (psychological, guidance, health, religious, and social) required by students.

248. Administration is the responsibility of the principal, who is assisted by one or several vice-principals, depending upon the number of students enrolled. This responsibility involves the deployment and administration of human resources and the allocation and management of the school budget. The school administration is also responsible for the auxiliary services (maintenance and supervision of equipment, and the supervision of technical and caretaking personnel).

249. The secondary schools have set up a large number of advisory bodies for consultation purposes: instructional committees, student activity committees, discipline committees, student councils, etc. The existence of these bodies is subject to decisions made by the school itself. The establishment of the following two bodies, however, is prescribed by legislation:

1) the school council acts as an advisory body by providing guidance on instructional matters; it is composed of representatives from the teaching staff.

2) the school committee is composed of parents, students, the principal and a representative from the teaching staff. Its powers and duties are the same as those described in the section dealing with the elementary school committee.

250. Educational Institutions at the College Level: The General and Vocational Colleges. The CEGEP provides both general and vocational education, in a manner similar to that of the secondary school. Thus, the structure and operational divisions found here closely resemble those already described in connection with the comprehensive secondary school. Accordingly, the following description will be somewhat abridged in order to present only the essential differences.

251. The division of programs into areas of concentration, or specialties, determines the nature of instruction within the CEGEP. The teachers themselves are specialists in a particular subject area within a given sector. Each sector is headed by a sector coordinator who, under the authority of the department head, deals with the development of new programs and innovations in teaching methods and evaluation. In addition, the sectors as a whole are assisted within the CEGEP by specialists in audio-visual aids and research and/or development. Finally, the number of teachers varies depending upon the number of students enrolled, but the average CEGEP's pupil-teacher ratio is 15:1.

252. Activities related to student life are carried out in a manner similar to that described in connection with the comprehensive secondary school. The personnel involved in this connection are those responsible for encouraging student participation, as well as those responsible for providing student services.

253. The administrative operation was described in a previous section dealing with the public corporation which forms the CEGEP. The principal is assisted in his duties by the academic dean and the heads of the finance, equipment, personnel and data processing services.

254. Educational Institutions at the University Level: The Universities. Although each university has a central coordinating mechanism, instructional and research activities are not centralized; instead, the responsibility for these activities is delegated to specific administrative units as described below.

255. Teaching is the responsibility of each faculty, which is composed of teaching personnel and researchers in a particular discipline. The faculty is then divided into departments corresponding to programs of study, groups of students enrolled in these programs, and teams of professors who advise and guide the students in the course of their studies. Moreover, learning is generally effected through seminars, group work or personal research. In this respect, the teaching staff's most important role is that of stimulation and guidance.

256. The administration of the university was described in the section dealing with the "University Council". In that section, the advisory bodies through which the major interest groups participate in the administrative process were also described. However, it should be added that each department is governed by a council composed equally of students and professors; the business world is also represented. In a similar fashion, each faculty is administered by a faculty council composed of students, professors and the dean.

## 2. Division of Responsibility Among the Bodies Responsible for the Administration of the Education System

257. In the preceeding pages, a description was provided of the powers of the various bodies responsible for educational administration, from the central authority (the Ministry of Education) to the administrative units and the educational institutions themselves. Accordingly, in this section, an attempt will be made to describe the actual operation of the education system by identifying the relationships which exist between its various components. In order to present an accurate picture of this division of responsibility, the administration of financial, material and human resources and the process of program administration will be analyzed separately.

### Financial Administration

258. Procedures for financial administration include the collection of revenues and the systematic distribution of all funds allocated to education. In the course of this description, distinctions will be made, at various times, between the different educational levels, in order to highlight current procedures in financial administration.

### a) The Collection of Revenues

259. The local school boards responsible for elementary education draw their revenue from three main sources:

- Real estate tax

  The local school corporations have powers of direct taxation based on the value of real estate located in their areas. The Ministry requires the local school boards to levy a basic real estate tax, the rate of which is standardized throughout Quebec. In addition, the local school board may, if it wishes, increase its revenue by levying a supplementary tax.

- The contribution made by the Ministry of Education

  The majority of revenue for the school boards is in the form of grants from the Ministry of Education. These grants are of three different types:

  - statutory grants, which represent 20% of the total, enable school boards to defray part of the salaries for personnel and part of the cost of textbooks, workbooks, and school transportation;

  - budget equalization grants, which represent 70% of all grants, enable school boards to balance their operational budgets. These grants are established on the basis of budgetary norms which determine permissible expense items. The amount of the grant makes it possible to balance expenditures and revenues. For this reason, the

- computation of the grant takes into account all revenues, whether from land taxes, or from statutory or special grants;

- special grants, which constitute added revenue for the educational corporations, are made by the Ministry of Education for the purpose of conducting special programs.

- Revenue from the sale of bonds

  In order to finance part of their capital expenditures, school boards have public loans in the form of bonds available to them. Accordingly, each educational corporation has the power to issue bonds in its name.

260. The regional school boards have sources of revenue similar to the local boards. However, the regional board has no powers of direct taxation in the form of a real estate tax. On the other hand, it does have the power to request a financial contribution from its constituent local school boards. In any event, the budget equalization grants given to the local school boards by the Ministry of Education take this obligatory contribution into account. The other sources of revenue available to the regional school boards are statutory and special grants from the Ministry of Education. But the regional school board does not receive direct grants for balancing its budget, since this is effected by means of the obligatory contributions made by the local school boards. Part of the outlay for capital expenditures is also financed by the sale of bonds.

261. Institutions at the post-secondary level (the CEGEPs and the universities) draw almost all of their revenue from grants made by the Ministry of Education. Some services offered (cafeteria, residence) should be self-financing. Moreover, university students contribute to the revenues of the universities by paying tuition fees.

262. As the Ministry of Education distributes substantial grants among the various educational corporations, it in turn receives funds which the Government of Quebec has allocated to education. In most instances, these sums come from taxes levied by the provincial government.

### b) Administration of Funds Allocated to Education

263. Given the description immediately preceding, it will not be necessary to provide a detailed analysis of the procedures involved in the administration of revenue. Instead, only the major divisions of responsibility will be outlined, since these divisions are the same for each of the different educational levels. Accordingly, the distribution of funds raised and the control of expenditures lead to the following division of responsibilities:

- any grant made to an educational corporation can only be effected on the basis of detailed budgetary forecasts;

- budgetary forecasts must be made according to a standardized system which determines the average per pupil cost of educational services.

These budgetary forecasts are prepared by the educational corporation according to regulations established by the Ministry;

- the grants made by the Ministry of Education actually constitute budget equalization grants which take into account the revenue received by a corporation from other sources, as well as the standards governing the funding of the various educational services;

- it is the responsibility of the educational corporation to distribute the funds received among the institutions under its jurisdiction, while taking into account the criteria relative to admissible expenditures established by the Ministry;

- at the end of the fiscal year, every educational corporation must submit an account of its financial operations to the Ministry of Education, which in turn verifies that the expenditures made correspond to the approved budgetary forecast. In the event of mismanagement of funds, the Ministry may put any educational corporation under direct supervision, as provided for by law.

264. The responsibilities and powers of the educational corporations with regard to the administration of funds allocated to them are, in the majority of cases, specified in the legislation governing these corporations.

## Administration of Material Resources

265. In the preceding section, a description was given of the powers of the various educational agencies. It clearly demonstrated the respective responsibilities of the Ministry of Education and the educational corporations for the material resources (facilities and equipment, instructional materials) required for education. What remains is to describe the relationship existing between these agencies as regards the acquisition, management and maintenance of material resources.

### a) Educational Facilities

266. In terms of the acquisition, management and maintenance of facilities, all educational corporations have the same responsibilities, regardless of the level of education concerned. The general administrative procedures in this regard are, therefore, as follows:

- the educational corporation first reviews its needs in terms of facilities and equipment. Then, it submits a proposal to the Ministry which takes into account existing equipment and demographic forecasts;

- the Ministry verifies the validity of the requirements stated and either approves or refuses the allocation of funds requested;

- upon acceptance of the proposal, the educational corporation arranges for the preparation of outlines and plans, and submits them to the Ministry;

- the corporation then calls for tenders, grants contracts and supervises the work involved;

- finally, the corporation takes legal possession of the facilities thus acquired; it ensures their upkeep, management and maintenance.

267. The universities are required to follow a somewhat different procedure. However, the Ministry, as required by law, must consult the Council of Universities before agreeing to any capital expenditures requested by the universities.

### b) Instructional Materials

268. In general, it is the responsibility of the educational corporation to attend to the acquisition, maintenance and replacement of instructional materials (laboratory equipment, machinery, textbooks and supplies). This responsibility is discharged in different ways, depending upon the educational level concerned.

- The local school boards (elementary education) and the regional school boards (secondary education) are responsible for acquiring the instructional materials necessary for their programs. However, the Ministry of Education has developed guidelines which identify those instructional materials whose purchase may be subsidized by grants. The law requires that the educational corporation furnish students with required textbooks, free of charge. In the selection of these books, the corporation is limited to those approved annually by the Ministry of Education and the Superior Council of Education.

- The CEGEPs are not required to conform to the standards governing the acquisition of instructional materials. However, the Ministry of Education does provide the colleges with guidelines which list suggested materials.

- The purchase of instructional materials is left entirely to the discretion of the universities.

## Administration of Human Resources

269. The Ministry's responsibility for the administration of educational personnel is fairly extensive. Since it must ensure the standardization of the quality of educational services offered to the different regions and the various educational levels, it is equipped with mechanisms designed to facilitate an equitable distribution of the system's human resources. Accordingly, it participates, as senior employer negotiator, in collective bargaining agreements. Also, it is the responsibility of the Ministry to establish the number of persons qualified to receive grants; this number is usually determined in relation to the number of students enrolled.

270. Furthermore, as the Ministry of Education must ensure that the educational services provided are of high quality, it determines the qualifications required by all educational personnel and awards certificates which attest to teachers' qualifications.

271. It must be mentioned, however, that the other bodies responsible for educational administration, namely, the associatons of educational corporations, participate in the process of determining general working conditions and distributing human resources. This is achieved either through participating in negotiations or through assisting in the development of policies originating from the Ministry of Education.

272. Such participation is all the more necessary because these same educational corporations will have to ensure that agreements determined by collective bargaining, and administrative policies are implemented. In general, it is the aim of the administration to delegate management functions to the bodies responsible for the implementation of these agreements, i.e. to the service itself, the mechanism for the distribution of workloads and evaluation of personnel performance.

273. The universities are more autonomous in this respect since they negotiate their own collective agreements with their personnel, and establish their own administrative regulations. In this connection, however, they must take into account grants made by the Ministry of Education.

## Program Administration

274. The first part of this chapter, which dealt with the objectives and program organization of the various educational levels, demonstrated the constant efforts made to tailor both content and teaching methods to diversified student needs. Accordingly, it goes without saying that the local and regional boards enjoy relative autonomy in program administration; this fact became evident in the description of the responsibilities of the educational corporations and institutions where several decision-making or advisory bodies work together to adapt education to student needs.

275. This concern, however, must not prevent the education provided by the school system from having a certain degree of homogeneity. For this reason, certain general responsibilities for program administration are the exclusive jurisdiction of the Ministry of Education.

276. For example, the Ministry establishes guidelines which specify general educational objectives; it is up to the institutions and teaching staff to adapt objectives to the needs of their particular student population, and to evaluate the results obtained.

277. In order to provide for even greater adaptation of objectives to student needs, educational institutions must consult with the various advisory bodies established by legislation. These advisory bodies are composed of representatives of those persons involved in the educational process - parents, students, teachers and administrators.

278. To assist teachers and educational institutions in their duties related to program administration, the Ministry of Education provides them with a series of services. These range from manuals dealing with teaching methodology to standardized evaluation tests and assistance from specialists in testing and teaching methods, such as the program development officers and the staff of the research and testing services.

279. Since the Ministry ensures that the quality of education offered is uniform, in certain cases it prepares tests for evaluating the acquisition of knowledge and skills at the end of the educational process. It makes these results official by issuing certificates or diplomas.

280. It should be remarked in closing that the degree of autonomy of local bodies increases with the level of education. Elementary and secondary establishments enjoy less autonomy than the CEGEPs, whereas the universities enjoy complete autonomy in program administration, except in the case of teacher training.

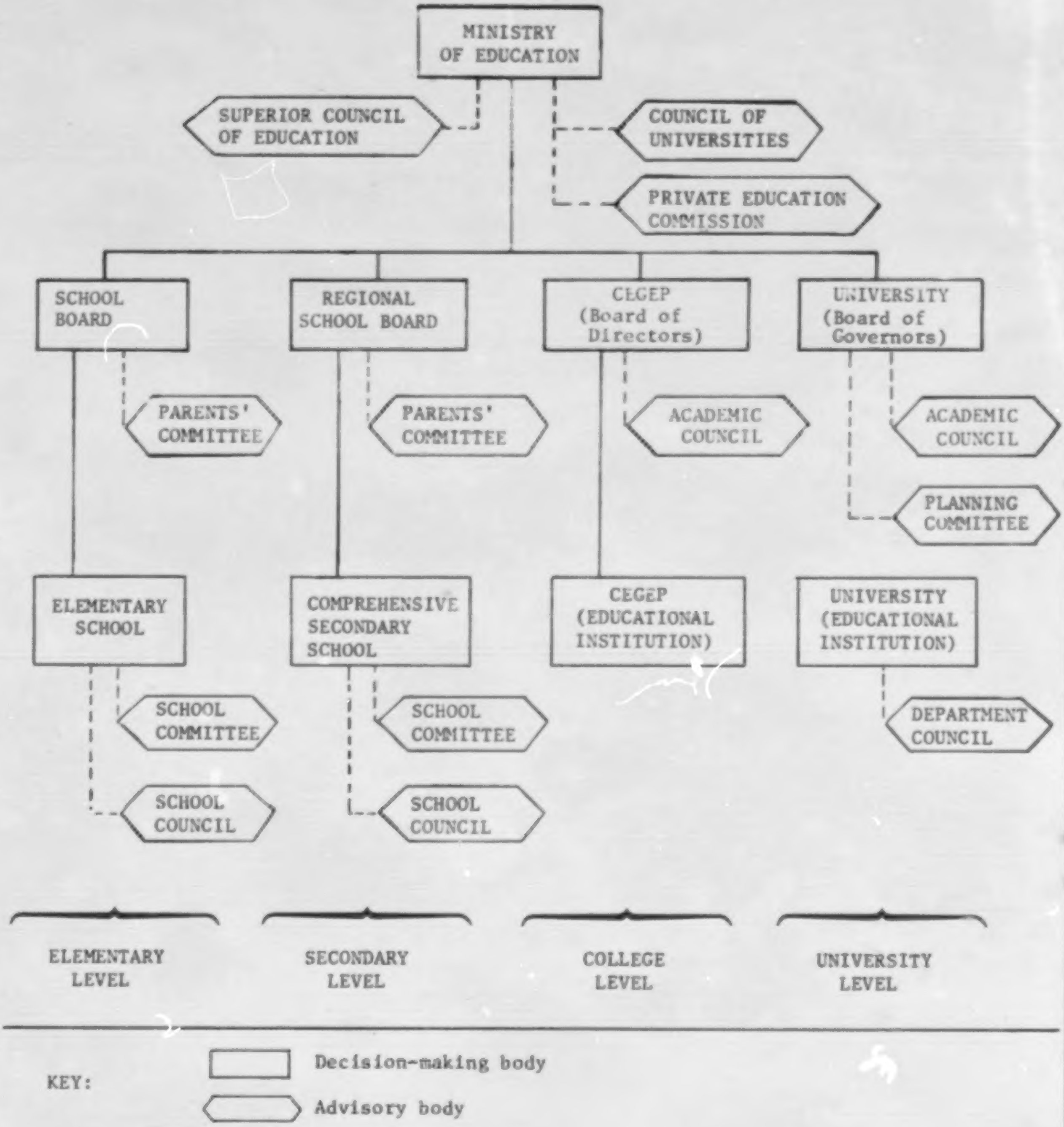
## E. Conclusion

281. As should now be apparent, describing the entire Quebec education system in a few pages means the sacrifice of much detail necessary for a full understanding of the nature of its objectives. If the reader has any questions regarding the present state of education in Quebec, it is suggested that he consult the supporting document for the Review, which gives a description of the education system. There, the topics touched on in this chapter are described in more detail.

282. Before proceeding to an analysis of the policies which led Quebec, in the course of the last ten years, to create the education system just described, it would be useful to review the main features of the present system.

- The educational objectives pursued provide not only for transmittal of knowledge but also for the development of creative faculties and the ability to adjust to change which will enable students to become independent human beings. The respect shown by the education system for the needs, aspirations and particular aptitudes of individual students is easily understood in the context of this general objective.
- Moreover, the Quebec education system provides all those students attending institutions at the various educational levels with the human, financial and material resources required to attain these set objectives.
- Finally, it should be noted that the administrative structures of the education system are of the "democratic" type, which make considerable use of consultation with, and participation by, the individuals concerned in the decision-making process. In this regard, it might be useful to consult the diagram on the following page, which outlines the structure of the Quebec education system.

## DECISION-MAKING AND ADVISORY BODIES ESTABLISHED BY LEGISLATION RELATIVE TO THE EDUCATION SYSTEM OF QUEBEC


MINISTRY OF EDUCATION
SUPERIOR COUNCIL OF EDUCATION
COUNCIL OF UNIVERSITIES
PRIVATE EDUCATION COMMISSION
SCHOOL BOARD
REGIONAL SCHOOL BOARD
CEGEP (Board of Directors)
UNIVERSITY (Board of Governors)
PARENTS' COMMITTEE
PARENTS' COMMITTEE
ACADEMIC COUNCIL
ACADEMIC COUNCIL
PLANNING COMMITTEE
ELEMENTARY SCHOOL
COMPREHENSIVE SECONDARY SCHOOL
CEGEP (EDUCATIONAL INSTITUTION)
UNIVERSITY (EDUCATIONAL INSTITUTION)
SCHOOL COMMITTEE
SCHOOL COMMITTEE
DEPARTMENT COUNCIL
SCHOOL COUNCIL
SCHOOL COUNCIL
ELEMENTARY LEVEL
SECONDARY LEVEL
COLLEGE LEVEL
UNIVERSITY LEVEL
KEY:
Decision-making body
Advisory body

# CHAPTER II

## THE DEMOCRATIZATION OF EDUCATION IN TERMS OF ACCESSIBILITY

### A. Introduction

283. In this chapter of the Review of Educational Policies in Quebec, the concept of democratization of education will be discussed from the point of view of increased accessibility to high quality educational services, regardless of an individual's geographical, financial or social situation.

284. Two stages had to be considered in the pursuit of this objective of democratization. The first included a whole series of policies designed to guarantee the availability of educational services throughout the province of Quebec: adoption of principles of equal distribution of educational resources; development of a complete and integrated educational system; massive investment of funds; improvement of the quality of educational resources; and better distribution of these resources. The second stage included a different set of policies. These were more student-oriented and their goal was equality of accessibility, regardless of adverse geographical, economic or social conditions. The following chapter on accessibility will therefore deal with both sets of policies and their implementation during the last decade. Although it is difficult to evaluate the results of these policies, an attempt will be made to do so. Basically, policies will be evaluated indirectly through data concerning school attendance. The conclusion of the chapter will, however, discuss the evaluation criteria presented, in order to give a complete account of the issue of accessibility.

### B. Basic Policies Designed to Facilitate Accessibility to Education

285. As indicated in the introduction, the first step toward achieving the objective of increased accessibility was to restructure the system and its support services and to increase educational resources.

#### 1. Establishment of an Education System

286. From 1961 to 1964, educational legislation in Quebec was guided by principles and objectives that would prove to have even greater effects during the following decade:

- fiscal responsibilities for education must be borne in equal fashion by all taxpayers;
- revenue collected for educational purposes must be redistributed according to the number of students to be served;
- in terms of equalizing local revenues, the provincial government should provide funds for covering deficits in educational budgets;
- equality of accessibility presupposes a reduction in disparities relative to funding, equipment, personnel and educational services;

- the provincial government must exercise some control over the allocation and use of public funds for education.

287. In 1961, legislation entitled the "Great Charter on Education" was passed; it contained several articles which should be stated here:

- school boards were obliged to ensure education from grades 1-11;
- provision was made for the establishment of regional school boards, in order to facilitate the development of secondary education.

288. Since 1964, the objective of educational accessibility has been of prime importance; in particular, it necessitated the development of generalized secondary education, and equivalent educational services in all regions (through an equitable distribution of resources), and the establishment of a completely integrated public education system, available to the various regional student populations.

289. The realization of such objectives required planning and coordination by the provincial government. The Ministry of Education was created in 1964, thus making the government responsible to the National Assembly for educational policies.

290. The effective organization of educational resources seems to be a key factor in providing the student with high quality educational services and diversified facilities; moreover, such organization must be economical and efficient, from an administrative and pedagogical point of view.

## Organization of a Secondary School System on a Regional Basis

291. A few months after its creation, the Ministry of Education decided to follow up the recommendation made by the Parent Commission regarding the organization of a comprehensive system of secondary education accessible to all young people in Quebec who had completed elementary school. Such comprehensive education would include studies in general education and vocational training, and, at the same time, offer the student a choice of several options.

292. In September 1964, the Ministry put into operation a policy for the development of regional educational facilities at the secondary level. At the same time, the Ministry stopped establishing regional school boards responsible for secondary education. This movement, begun in 1961, was completed in 1965. In 1964, when the Ministry was established, there were 42 regional school boards. In June 1965, there were 64: 55 Catholic and 9 Protestant regional boards. The City of Quebec and Montreal Island were not included in this regionalization process.

293. The regional school boards were made responsible for the preparation of regional plans for school facilities; they were assisted in this endeavor by a regional school planning committee, composed of representatives of school boards and various social and economic groups within the region.

294. Planning done by these committees was in stages:

- inventory of existing facilities;
- study of growth patterns of school population;
- identification of new requirements (renovation and construction of schools);
- centralized location of schools in accordance with the objective of geographic accessibility;
- indications of progress made in building new comprehensive secondary schools.

295. Moreover, the establishment of comprehensive secondary education in each of Quebec's regions called for the concerted efforts of all those institutions already involved in secondary education.

296. Thus in 1966, the Ministry initiated a program of cooperation between private secondary schools and regional school boards: the private institutions, while awaiting the establishment of comprehensive schools, agreed to coordinate their secondary instruction with that of the regional school boards and to participate in the operation of education as a public service. In this was, they acquired the status of associated institutions, which enabled them to be fully financed by public funds.

297. Finally, in the years between 1968 and 1970, the Ministry completed its program of integrating provincial schools at the secondary level (trade and agriculture schools) into the new comprehensive education system.

## Reorganization of School Boards Responsible for Elementary Education

298. A local school board, which covers a limited territory, is hardly able to gather sufficient students to be able to offer a high quality preschool and elementary education at a reasonable cost.

299. In 1968, a plan for provisional reorganization proposed the formation of about 180 local school boards. According to this plan, the local boards were grouped into territorial units, and placed under the jurisdiction of the regional school board responsible for that area.

300. Between 1967 and 1971, the number of local school boards of Catholic denomination dropped from 1,300 to 884. In 1971, Bill 27 accelerated this reorganization, and by July 1972, the number of local school boards had been reduced to approximately 180.

301. This same bill improved the situation of certain school districts within Quebec City which had not been affected by the vast regionalization program of 1961-65. While continuing to ensure students educational facilities at the kindergarten, elementary and secondary levels, the Catholic School Board of Quebec was empowered to maintain its jurisdiction over the school district of

Quebec, the area of which remained unchanged. As for the adjacent school districts which were not regionalized, they were placed under the jurisdiction of a regional board which existed, but which was modified accordingly (for example, the school district of Sillery became a member of the Tilly Regional School Board).

## Establishment of a Kindergarten System

302. The creation or expansion of the kindergarten system took place gradually from 1964 on, through the cooperation of the Ministry, school boards and parents. As the compulsory age for beginning school was set at six, there was no law which required that local school boards provide pre-school education. However, in 1974, kindergartens for five-year-olds were provided by every local school board; in some cases, this development was followed by the establishment of kindergartens for four-year-old children from underprivileged families.

## Educational Reorganization of Montreal Island

303. As was the case with Quebec City, the Montreal region was not affected by the program of educational regionalization which took place throughout Quebec from 1961 to 1965.

304. In 1967, the Ministry of Education set up a working group to deal with the problem of educational reorganization on Montreal Island.

305. Certain conditions peculiar to Montreal Island were:

- the presence of both very wealthy and very poor school boards;
- the division of educational administration among 42 school boards serving a widely varying population;
- the need to consider groups other than francophones and anglophones.

306. In order to remedy this situation, legislation adopted in 1972 provided for the following:

- the establishment, in July of 1973, of six school boards for Catholics and two school boards for Protestants, all of which could accept children of other faiths;
- the creation of a school council responsible for cooperating with these school boards regarding finance and development, the establishment of educational services for exceptional children and adults, and the upgrading of education for children from underprivileged environments;
- the establishment of free election of school board members;
- tax reform with a view to distributing resources for education in a more equitable manner.

## Organization of a College System on a Regional Basis

307. Following the publication of the second volume of The Parent Report, the regions began to establish what were then called "institutes" and would later officially be called "General and Vocational Colleges (CEGEPs)". Approximately thirty founding committees were established, composed of educators, parents, students and representatives of various socio-economic groups.

308. These committees' reports pointed out the need to establish a college for general and vocational education in various regions; among other reasons, they based their arguments on the availability of existing educational resources. Thus, the CEGEPs were created by integrating a variety of existing institutions: private classical colleges, institutes of technology, family institutes and schools of nursing.

309. In September 1967, only three months after the act authorizing their establishment was approved, 12 CEGEPs were operational. In 1974, the college system included 37 colleges, 5 of which are regional colleges spread over 13 campuses.

## Reorganization of the Private School System

310. Faced with the great variety of private institutions, the complexity of the grant system and the differences in the quality of education provided by the private schools, the government approved the Private School Act in 1968; this act articulated a general policy designed to ensure the quality of education provided by these institutions and to increase their participation in the development of education. Every private school operating at the elementary, secondary or college level, or providing general courses, was required to use the official programs of the Ministry, or equivalent programs, and to award diplomas, certificates or degrees recognized by the Ministry, or based on official examinations.

311. The act also specified that the private schools were to be evaluated in order to determine whether they could continue to operate. Those which were permitted to continue their operations were either allowed to do so because their programs were considered to be in the public interest, in which case they were entitled to receive grants equal to 80 percent of the average cost of education in public schools of the same category; or they qualified for grants equal to 60 percent of their average educational costs; or they obtained an operating permit only, and no grants whatsoever.

## Organization of a University System on a Regional Basis

312. Before 1968, university education was exclusively the responsibility of the chartered universities in Montreal, Quebec City and Sherbrooke. Thus, it was necessary to decentralize university education in such a way as to balance its distribution across the province, in order to meet the needs of students in those regions not previously served by existing institutions.

313. In 1968, the Government of Quebec passed the act creating the University of Quebec. Today this university is composed of ten affiliated institutions located in different regions: four universities, one division of university studies, two research institutes, two superior schools, and one "Tele-University", which conducts teacher training and upgrading courses in remote areas. With the creation of the University of Quebec, the government completed the establishment of a multi-level public education system.

## 2. Increase in Educational Resources

314. Achievement of an objective such as making educational facilities more accessible to students is difficult without first securing a significant increase in public funding, at least during the initial stages. Furthermore, attainment of this objective is rendered even more difficult if the quality of educational services is not periodically reviewed and brought up-to-date. Thus, the problem facing Quebec in the past decade was, on the one hand, that of developing an effective system of educational finance and, on the other hand, that of trying to make available the best educational resources*, both human and material, during the same period.

### The Financing of Education in Quebec

315. Table 14 demonstrates that the percentage of educational expenditures in terms of the gross national product has increased more or less steadily since 1964-65 (6.0 percent); it reached a high of 9.2 percent in 1971-72, then declined somewhat in 1972-73 to 9.0 percent. As there is no price index for educational expenditures, it is not possible to state whether this proportional increase signifies that inflaction affected this type of expenditure more than it did the gross national product, or whether it indeed represents increased educational expenditures. The latter possibility seems to be the more plausible and, in fact, would reflect the nearly world-wide phenomenon of increasingly large amounts of national resources being allocated to education.

316. Another method of illustrating the province's financial investment in education is to refer to the Quebec government's expenditures in this area. In 1964-65, education represented 25.4 percent of the government's gross expenditure; in the year following, it declined slightly, and then steadily rose to a high of 30.1 percent in 1971-72. In 1972-73, this percentage dropped to 28.9 percent with the Ministry of Education's gross expenditure totalling $1,415,147,000 for that year.

---

* The quality of education itself will be described in the following chapter.

## TABLE 14

## EDUCATIONAL EXPENDITURES AS A PERCENTAGE OF THE GROSS NATIONAL PRODUCT IN QUEBEC FROM 1964-65 TO 1973-74

| YEAR | PERCENTAGE |
|---|---|
| 1964-65 | 6.0 |
| 1965-66 | 5.5 |
| 1966-67 | 6.0 |
| 1967-68 | 7.1 |
| 1968-69 | 8.3 |
| 1969-70 | 8.5 |
| 1970-71 | 8.8 |
| 1971-72 | 9.2 |
| 1972-73 | 9.0 |
| 1973-74 | 8.9 |

Source: Working Group on Educational Finance, Planning Branch, Ministry of Education

317. The qualitative and quantitative growth of financial support for education in Quebec was in part due to an improvement in financing methods. The result of greater equality in the distribution of expenditures meant that resources were made available without discrimination. The system of educational financing which existed prior to the last decade was marked by various shortcomings which can be traced to the school boards' reliance on the real estate tax for funds. Great disparities existed among them in regard to the administration and application of the real estate tax, disparities which were often due to the economic situation of the region involved. Reform of the system of financing school boards basically proceeded as described below.

- The real estate tax was originally divided into two parts: one part was the standard land tax, the proceeds from which were to be applied to authorized expenditures, and the other was discretionary, determined by the local school boards, the proceeds of which were to be applied to expenditures not qualifying for grants but nevertheless authorized by the Ministry of Education. The Ministry then decided to eliminate the widely varying practices in effect regarding the administration of the real estate tax. Standard procedures were established to guide municipalities in evaluating real estate for taxation purposes. During the decade between 1964 and 1974, the real estate tax rate was progressively standardized. Accordingly, since 1964 the government has subsidized the deficits of those school boards which imposed a reasonable real estate tax.

- Initially, taxes were levied according to the prosperity index of a given municipality; however, in 1967-68, the system was changed, and taxes were based upon a percentage of the assessed value as opposed to the real value of property within a given municipality. This principle was established in the reports dealing with the uniformization of the regional school boards' powers under the Education Act.

318. The old system of provincial grants was clarified and reorganized. These grants are now of two kinds: variable and fixed.

319. Fixed grants are referred to as "statutory" because their amount is set by law and the total amount varies mainly according to the student population. This type of grant has gradually declined in importance because the establishment of the special portion of the variable grant takes it into consideration.

320. Variable grants are an important innovation in this system. The term ordinarily used for these grants is "budget equalization grants". The basic principle of these grants is that, for those expenditures which qualify, the Government of Quebec subsidizes the deficit existing between a school board's necessary expenditures, and its revenues from real estate tax and statutory grants. This source of income has become extremely important. Since 1964, the budget equalization grants have become a school board's principal mechanism for budget adjustment. This type of grant comprises a strong element of equalization, as it enables all school boards to provide students with a comparable education without having to assess their taxpayers too heavily. Should the school boards find themselves lacking funds to provide the necessary educational services, the provincial government subsidizes this deficit from taxes collected according to a progressive and uniformly administered system.

321. At the college, university and adult education levels, the Government of Quebec has covered the major part of the increase in operational expenditures. At the college level, the creation of a unique system of public education has led to a situation in which the province has almost totally assumed the financing of these institutions. Insofar as the universities are concerned, they have preserved their traditional sources of revenue, but have found themselves gradually having to conform to the practice of preparing five-year funding plans, as these must be approved by the Lieutenant-Governor in Council before any budget equalization grants are made.

322. In the area of adult education, the Ministry has, since 1972-73, been experimenting with, and implementing in the school boards, a new method of financing based on the direct costs of adult courses. For bodies other than the school boards, the Ministry makes grants that are based on an hourly rate which varies according to the courses given.

## Increase in Human Resources

323. The educational reforms of the last decade have required, among other things, that a better qualified and larger teaching force be provided. As

the implementation of reforms was rather rapid, the rise in demand was correspondingly sudden. In order to attract greater numbers to the teaching profession, it was necessary to make the conditions of employment more attractive. In other words, the teaching profession had to be able to provide remuneration comparable to that of the business world. The increased demand for teaching personnel manifested itself primarily at the secondary, college and university levels.

324. Prior to the era of educational reform, there were great disparities in the conditions of employment offered by the various educational institutions. There exist many reasons for these disparities, some historical, others financial. Quite often however, the situation was unreasonable. Working conditions were standardized across Quebec in 1967, and are now determined by collective bargaining.

325. In 1966, Regulation No. 4 of the Ministry of Education, concerning teaching certificates or licenses for the elementary, secondary and college levels, was adopted by an Order-in-Council. This regulation established minimum standards to be met by a candidate wishing to obtain a teaching certificate or a provisional authorization to teach.

326. Two stages marked the development of policies in the area of teacher training:

- In 1966, the government adopted several important measures:
    - provision for a part of the school boards' budgets to be utilized for in-service teacher training, or upgrading;
    - establishment of plans for in-service training pursuant to collective bargaining agreements;
    - establishment of a teacher's college for the training and upgrading of technical teachers;
    - organization, for elementary teachers, of training programs in pupil-centered educational methods and, later, of courses for continued training in instructional leadership activities.
- In 1969-70, when the universities became responsible for the professional training and upgrading of teachers, they embarked upon an extensive analysis and revision of upgrading programs. It should be mentioned that an overall plan (already developed and approved) for the training of vocational teachers will be put into operation in 1975-76.

### a) Non-Teaching Personnel

327. At the elementary, secondary and college levels, this category includes administrative, management, support, and professional non-teaching personnel.

328. Between 1970 and 1974, an administrative and salary policy for these different categories of personnel was developed, discussed and implemented.

329. This policy was designed to control the quality of non-teaching personnel and to standardize, within the province, the terms governing their hiring, working conditions and in-service training.

### b) Personnel Connected with Adult Education

330. The adult education services of school boards, colleges and universities all have their own non-teaching personnel: management, administrative and technical. For the most part, teaching personnel are recruited from among regular teachers. At each adult education level, standards regarding qualifications, working conditions and in-service training are modelled on the criteria governing regular teachers.

331. Between 1967 and 1972, the Ministry conducted a special project at the school boards and CEGEPs, for regular and in-service training of teachers and administrators in adult education. The first stage (1967-69) of the SESAME Project* consisted of experimentation with teaching methodology suitable for adults, and training methods suitable for adult educators. The second stage was to communicate the results of the first stage to adult education personnel, managers or teachers with the school boards and the CEGEPs.

### Increase in Material Resources

332. Any attempt to illustrate the collective effort made to increase education's material resources must make reference to the proportion of Quebec's gross educational expenditure represented by capital expenditures. Expenditures of this sort represented approximately 8 percent from 1964 to 1971, except for the years 1964-65 and 1968-69 when they represented approximately 15 percent.

333. In addition, the continuous effort made to streamline school facilities during the last decade must be pointed out; for example, the introduction in 1964 by the Ministry of a development policy in connection with regional school facilities has already been discussed in the section dealing with the organization of a secondary school system on a regional basis. At this point, reference should be made to Chapter I, Part C, for a fairly complete description of the educational facilities at all levels.

## 3. Evaluation of Results Obtained

334. Progressive implementation of the educational policies outlined above should ordinarily have brought about increased school attendance in Quebec.

335. The following table makes it possible to evaluate the impact of efforts made to make education more accessible to Quebec's population. This table itemizes the percentages of Quebec's population attending school at two levels. Only children less than five years old were excluded from the population figures for 1951, 1961 and 1971.

---

* SESAME stands for Specialized Adult Education Sessions, sponsored by the Ministry of Education.

TABLE 15

INCREASE IN SCHOOL ATTENDANCE BY QUEBEC STUDENTS

| Years of Schooling | | 1951 | 1961 | 1971 |
|---|---|---|---|---|
| Fewer than 9 years | | 70.1 | 62.7 | 54.4 |
| 9 years or more | | 29.9 | 37.3 | 45.6 |
| Total population 5 years and over | (%) : | 100.0 | 100.0 | 100.0 |
| | Number: | 3,514,157 | 4,587,955 | 5,547,370 |

Source: Canadian census for the years 1951, 1961 and 1971.

336. The presentation of such a table entails certain hazards. Since it deals with Quebec's entire population regardless of attendance or non-attendance, the data utilized for drawing up this table was taken from the Canadian census for the years 1951, 1961, and 1971. Consequently, not only are the educational categories (levels and grades) different from one census to another, but they never correspond exactly to the categories used in Quebec's education system. In order to minimize the possibility of error in establishing equivalency between census categories and those of Quebec's education system, all entries for population were reduced to two levels of schooling: "fewer than 9 years" and "9 years or more".

337. Despite these limitations, two statements can be made:

- Over a twenty-year period, Quebec's level of schooling has increased considerably; more than one quarter of the population moved from the "fewer than 9 years" of schooling category to the "9 years or more" category, thus increasing the percentage of population in this latter group to 45.6%.

- Progress made in raising the level of schooling was almost as great during the decade between 1951 and 1961 as that made between 1961 and 1971.

338. The following conclusion may therefore be drawn: from 1951 on, significant progress was made throughout Quebec in terms of school attendance or access to educational facilities; then, the educational reforms of 1961-71 accelerated this trend somewhat.

## C. The Policy of Accessibility in Terms of Students from Different Backgrounds

339. The gradual establishment of a complete education system and the accompanying increase in educational resources during the decade between 1964

and 1974 were, in some respects, basic measures designed to permit greater accessibility to educational facilities. In fact, school attendance continued to increase steadily until 1971.

340. Quebec's population, for which these educational facilities were intended, is diversified indeed. Various aspects of this diversity may adversely or favorably affect an individual student's opportunities as regards accessibility to these educational facilities. The factors in question include age, sex, geographic location, and socio-economic background, all of which will subsequently be taken into account in order to give a complete picture of educational accessibility in Quebec.

341. Other important elements of diversity certainly exist among Quebec's population, such as language (French or English) and religion (Catholic or Protestant). However, the preceding chapter, which described the education system, pointed out quite effectively that:

- both the Catholic and Protestant elements in Quebec have a complete system of elementary and comprehensive secondary schools available to them;

- there exist both French- and English-language educational institutions, which serve the two linguistic communities at all levels from kindergarten to university.

342. There thus exist guarantees that neither language nor religion will limit educational opportunities.

## 1. Policy of Equal Opportunity

### Regardless of Age

343. At the present time, the Education Act makes school attendance compulsory: every child must attend school each year on all days during which public schools are in operation, according to the rules and regulations established by the pertinent authority, from the beginning of the school year during which the child reaches the age of six until the end of the school year during which the child reaches the age of fifteen. Thus, this law assures school attendance by nearly all those in this population group.

344. The present proliferation of kindergarten classes for five-year-old children serves to extend the 15-year period of school attendance.

345. In order to be admitted to adult education courses, an individual must be at least one year past the age of compulsory school attendance. It should be pointed out that, in 1971-72, enrolment in this area was 179,688 (41,065 full-time and 138,623 part-time). This figure is quite low when one considers the large number of adults who have barely completed their elementary education. It is also important to compare this figure with "regular" students of other levels: for example, in 1971-72, adult full-time enrolment was almost 45% of regular college enrolment.

## Regardless of Sex

346. Admission requirements for the different levels of education, including adult education, do not include any restrictions whatsoever with regard to sex.

## Regardless of Geographical Location

347. During the last decade, the Ministry of Education has been responsible for the creation of a system of educational institutions which covers the entire province of Quebec and which takes into account differences existing between various sectors of the population. This system attempts to provide the various groups with the educational services they require.

348. Thus, in each urban district or rural municipality, there is an elementary school which is responsible for education at the kindergarten and elementary levels for the entire school population within its jurisdiction.

349. Secondary education is regionalized. The comprehensive secondary school, which is responsible for general and vocational education, thus covers a much larger territory than that of the elementary school. However, the establishment of a school bussing system has made access to these schools available to all.

350. College education is provided through a system of colleges for both general and vocational education; these colleges are spread across the entire province and provide residential facilities for students coming from distant areas.

351. Further decentralization of university education was made possible by the establishment of the University of Quebec. Accordingly, university campuses were set up in Quebec's important urban centres. They too provide residential facilities for students from distant regions. Moreover, there are cases where a university has been brought to the student body, rather than the reverse, for example: Tele-University for teacher training and upgrading.

352. Adult education courses are made readily available to the entire population of Quebec; these courses are provided at the secondary, college and university levels. A series of correspondence courses in both general and vocational education is available to adults who prefer this type of instruction.

353. One last important point relative to geographical accessibility is the fact that local and regional school boards may formulate agreements among themselves, or with private institutions, in cases where they are unable to provide students with:

- courses required for the furtherance of their studies (general education, vocational training, education for exceptional children);
- courses in the language of their choice (French or English);
- necessary support services.

### Regardless of Economic Status

354. Quebec's education system has introduced a number of measures designed to facilitate access to educational facilities for the economically underprivileged:

- no tuition fees, free books and school transportation at the elementary and secondary levels;
- no tuition fees at the college level for regular or adult students who are registered in a minimum of four courses per session;
- the introduction of a system of loans and bursaries assuring support to students who are enrolled for college and university study (the latter pay fees), according to their needs and financial situation.

## 2. Evaluation of Results

### School Attendance in Quebec by Age[25]

355. The increase in the rate of school attendance by age, from 1961-1971, is extremely informative.

356. Among five-year-olds, rate of school attendance has increased from 52.2 percent to 94.1 percent, due to the development of the kindergarten system. (Here the term "school attendance" is used in a very broad sense.)

357. Among those between the ages of six and thirteen, the percentage increase is imperceptible, as this figure had already exceeded 95 percent in 1961.

358. In the case of 14-year-olds, the increase from 92.4 percent to 99.0 percent was definitely attributable in part to the passing of the act making attendance compulsory.

359. As for students between the ages of 15 and 20 (excluding university students), attendance figures increased as shown in Table 16.

TABLE 16

INCREASE IN ATTENDANCE RATES FOR 15 TO 20-YEAR-OLDS

| Age | 1961 | 1971 |
|---|---|---|
| 15 | 74.6 | 90.9 |
| 16 | 51.0 | 80.4 |
| 17 | 30.9 | 60.7 |
| 18 | 16.0 | 37.7 |
| 19 | 10.3 | 21.5 |
| 20 | 7.3 | 12.4 |

Source: see reference No. 25

360. In conclusion, it can be stated that, in the sixties, retention was most pronounced among young people who had passed the age of compulsory school attendance. Moreover, if consideration is given to the fact that the attendance rate declines with increasing age (see Table 16) and to the fact that adult education received only 2.5 percent of the allocation made for education in 1972-73, the hypothesis can be formulated that those who are 20 years old or less take greater advantage of accessibility to studies.

### School Attendance in Quebec by Sex[25]

361. From the beginning of the seventies onward, attendance figures were higher for boys (in the 15-20 age group) than for girls of the same age.* For example, in 1971, the attendance rate for 17-year-old boys was 64.2 percent whereas it was 57.1 percent for the girls of the same age.

362. On the other hand, this situation is being corrected because, with a few exceptions, increase in school attendance is more rapid among girls than boys.

363. One other fact should be mentioned: in general, girls are promoted at a younger age than boys at the secondary and college levels.

364. In conclusion, it can be stated that a great deal of progress must still be made before girls take advantage of the educational facilities at their disposal to the same extent boys do.

---

* A comparison within this age group is pertinent for two reasons: these young people are no longer under legal obligation to attend school and the attendance rates are sufficiently high to allow for significant conclusions. University attendance is not included here.

## School Attendance in Quebec by Region [25]

365. Among the ten administrative regions of Quebec, there are some which extend over a very large territory. As a rule, this would constitute a handicap in terms of the "geographical" accessibility of educational facilities.

366. An analysis of attendance rates, by region, of 15 to 20-year-olds makes it possible to summarize the situation as follows:

- In 1966, when the regions of Saguenay/Lac St-Jean and Trois-Rivières tended to "dominate", those of the Northwest, Bas Saint-Laurent/Gaspésie and Outaouais were well below the average figures for Quebec. The same was true for Côte-Nord/Nouveau-Québec in 1967. This situation, however, may be attributed to the remoteness of these regions and the scattered nature of their population.

- Although no reversal of this situation was evident from 1966 to 1971, inequalities are diminishing considerably. In 1971 attendance figures in the region of Côte-Nord/Nouveau-Québec nearly reached the Quebec average. This was also the case in Bas Saint-Laurent/Gaspésie, which was only fractionally off the average. However, the Outaouais region and the Northwest continue to lag behind.

367. In conclusion, it may be stated that accessibility to education is facilitated when a student lives in one of the less remote regions where the population tends not to be scattered. However, indications are that this conclusion will become less and less valid in the near future.

## The Social and Economic Background of Students Who Leave School

368. "Regular" students (as opposed to adults) who leave school after the secondary or college level can be divided into three categories:

- students who continue with their studies after having completed the secondary or college level;

- graduates, or those who have terminated their studies and hold a diploma in vocational education, at the secondary or college level;

- dropouts, who normally would have pursued their studies: diploma holders in general education and those without diplomas in general and vocational education.

369. Observations made in the course of a research study[26] conducted on dropouts from secondary school and college, in 1971-72, revealed the following significant facts:

- a more modest socio-economic status (i.e. being from a family in which the father has had little education and earns a low wage) definitely increases the chances that a student will not continue with his studies, but will leave school either as a graduate with a diploma in vocational training, or as a dropout;

- this applies to students leaving college studies as well as to those leaving secondary studies.

370. Thus it is almost a certainty that students from a favorable socio-economic background take greater advantage of educational facilities, particularly advanced studies. Conversely, students from more modest backgrounds tend to cut short their years of study, either by opting for vocational training, or by dropping out of school.

## D. Conclusion

371. Having outlined the educational policies which were formulated to permit greater accessibility to study in Quebec and having evaluated a few elements bearing upon level of schooling, a fair statement regarding accessibility could be as follows:

- for the last two decades, the level of school attendance of Quebec's population has steadily increased;

- the increase in attendance has been most marked among students under 20, especially since 1964;

- it is already possible to speak of an almost complete accessibility of educational opportunity, regardless of the student's geographical location, if one can judge from the negligible variation in the level of school attendance from one region to another;

- it seems that it will be some time before certain social and cultural inequalities are redressed: at the present time, girls benefit from educational opportunities for a much shorter time than do boys, and students from underprivileged socio-economic situations leave school earlier than those from more privileged backgrounds.

# CHAPTER III

# THE DEMOCRATIZATION OF EDUCATION IN TERMS OF EDUCATIONAL FLEXIBILITY

## A. Introduction

372. The vast reform of education initiated in Quebec in 1964 brought about profound changes not only from an institutional point of view, by means of a rapid expansion of educational facilities at all levels, but also in terms of the type of education envisaged and provided by these institutions. The data given in the preceding chapter show the effects of a policy of greater educational accessibility on the infrastructure of the system, mainly in the context of physical accessibility of services and in relation to easily measurable factors. The following questions must be considered in this regard: Does the type of education envisaged and introduced by this reform correspond to the concept and the basic policy of democratization and, if so, to what extent? Did the objectives achieve results, when translated into concrete policies during the last ten years? What new challenges are being faced at the present time?

373. The present chapter deals with the concept of the interaction between the policy of democratization and the evolution of the education system in Quebec. Chapter I described the main characteristics of each level of education. Now an attempt will be made to identify the relationship of these elements to the concept of democratization of education. If this report is to present the type of evaluation expected of a policy review, it should be noted that, rather than identifying the immediate and direct results of the major policies, it is more important to indicate their effects over a period of time in relation to the overall policy of democratization of education.

374. Among the initial objectives of the reform, particularly with regard to training, the following principles, which were in due course transformed into specific policies, must be noted:

- to diversify training programs so as to take into account the diversity of aptitudes and preferences: this is an outcome of the goal to make training more comprehensive;
- to adapt the school to the needs of the community or to link education more closely with collective development projects;
- to gear instruction toward individual needs;
- to aim at a harmonious and integral development of the student's personality by promoting the concept of the "pupil-centered school", rather than limiting the reform to intellectual development.

375. The specific policies which marked the important changes of the last decade and which play a major role in education today, stemmed from a complex combination of the actual situation and the ideal; in other words, these policies resulted from a compromise between the goals pursued on the one hand, and the constraints and obstacles encountered on the other.

376. The requirements of democratization call for accessibility both to educational facilities and educational content. The present chapter attempts to clarify this by relating the actual components of this concept to the situation in Quebec in 1975. Do the educational content and the types of education which are emphasized today reflect the initial objective of democratizing education?

377. To answer such a question, reference must be made to the major educational changes arising from the application of the democratization process to education. In some respects, these changes constitute the extent to which the education system has been democratized. Four important priorities are discussed, relative to teaching programs, pedagogy, the major features of the educational institutions, and the relationship between the school and the community. The following is an analysis of the way in which the different levels of education and some special fields are influenced by these priorities.

## 3. Changes in Elementary and Secondary Education Resulting from the Application of the Principle of Democratization

378. The first steps taken by the Ministry of Education focussed on the establishment of its own administrative and pedagogical services, the reorganization of school structures at the local and regional levels, the planning of financial investments in the various areas of education, the standardization of the revenues and expenditures of educational corporations, and the preparation of regional plans with regard to school facilities. In addition to the achievement of their own objectives, the purpose of these far-reaching operations was to prepare a general framework for the reform of education itself. This did not take long; within a short time and at very close intervals, the Ministry of Education published four regulations that changed both the pedagogical structure of the school system and its general direction and objectives:

- Regulation No. 1 concerned the reorganization of elementary and secondary education;
- Regulation No. 2 dealt with official examinations;
- Regulation No. 3 covered pre-university and vocational studies;
- Regulation No. 4 concerned teacher certification.

379. The first section of the present chapter will examine the changes introduced by Regulation No. 1, which was issued in 1965; following an implementation period which lasted six years, this regulation was modified and complemented by Regulation No. 7, adopted in 1971.

380. Regulation No. 1 had a considerable impact on the direction and organization of elementary and secondary education. In keeping with the general objectives of the educational reform, it proposed to develop the appropriate environment and the general framework necessary to ensure the success of the pedagogical reform which was based on two fundamental principles:

- the pedagogical reorganization of the school system should be entirely centered on the child with a view to providing a well-rounded education and allowing each child to advance at his own pace;

- the pedagogical reform should strongly encourage the participation of the teaching staff. As a result, consultation of practicing teachers was institutionalized.

381. These principles underlying Regulation No. 1 were meant to give direction to the measures to be implemented in carrying out a far-reaching reform. It is important to examine how these objectives, when put into practice, brought about the expected changes and in what way.

## 1. The Major Changes in Elementary and Secondary Education

### Elementary Education

382. Two articles of Regulation No. 1 in particular have had considerable impact on the pedagogical reform of elementary education:

- Article II

  The elementary program is spread over six years. Promotion to the secondary program is automatic after seven years. In exceptional cases, a student may be promoted to the secondary level after five years if he is considered to be gifted.

- Article III

  In every school, the students are divided according to age at the beginning of the school year. They are then assigned to working groups on the basis of criteria determined by the teaching staff.

383. These two articles created such an impact that the Ministry of Education had to issue a detailed explanation. The Ministry's comments were published in September 1966 in Education Document No. 2, under the heading The Cooperative School - Comprehensive Education and Continuous Progress. In essence, this document stressed the following implications of the Regulation.

384. A New Method of Grouping Students. The traditional class/grade system was replaced by one of subject groupings which, as an alternative solution, was expected to encourage flexibility and to lead progressively towards the establishment of an ungraded elementary program. This would eliminate

the traditional approach of forming classes at the beginning of each school year, on the basis of comparability in terms of performance and intellectual aptitude, regardless of age. The system envisaged would promote the creation of various working groups within the same age level, as often as students' progress dictated it, on the basis of criteria which would take into account the requirements of providing comprehensive and continuous education for each child. The criterion of age should be balanced by other criteria such as the rate of learning, the level of maturity and the common characteristics of the group.

385. A New Method of Teaching. The disappearance of the class/grade system did not necessarily lead to the elimination of the homeroom teacher. It did necessitate, however, a new definition of the working methods used by the teaching staff. The ungraded elementary school:

- requires the teachers to work as a team in setting up working groups and sub-groups, in establishing timetables and in assigning classrooms;

- requires the teachers to come into contact with a larger number of students, either for the teaching of certain subjects or at any other time during the school day;

- requires each teacher, for any number of subjects, to be constantly prepared to teach groups which are not at the same level of development and to adjust his teaching techniques to the needs of these diverse groups.

386. A New Curriculum Concept. Given that a program can only be defined in relation to its objectives, the methods proposed for achieving these objectives, and those responsible for its development, it became evident, in the context of Regulation No. 1, that the traditional curriculum program, which was much too detailed, should be replaced by a general outline which would provide the teachers with teaching objectives and certain guidelines, thereby ensuring that the school would continue to function smoothly.

387. A New System of Educational Administration. The implementation of Regulation No. 1 profoundly changed the nature of the relationships between students and the teaching and administrative staff of the school, and also between the latter and school board and Ministry of Education authorities. In the new pattern proposed for the elementary school, the teaching and administrative staff was called upon to develop various methods of cooperation, to frequently work as a team, and to assume a collective responsibility for the choice of pedagogical approaches and different operational methods for working groups. This new situation changed the traditional relationship of authority and decentralized the decision-making process.

388. In terms of democratization of education, major changes introduced by Regulation No. 1 involved the transformation of traditional elementary schools into pupil-centered schools; the individualization of instruction (eliminating duplication and introducing the principle of continuous progress), the improvement of teaching techniques, broader educational objectives and increased autonomy for school personnel with regard to the pedagogical management of student groups.

## Secondary Education

389. The directions and structures of elementary education had to be compatible with those of secondary education in order to ensure the continuity of basic education and the required coherence of the whole system. This necessitated a redefinition of the objectives of the secondary school and a consequent restructuring of the means to implement these new objectives.

390. The New Objectives for Secondary Education. In the context of the beginning of educational reform, there were several reasons which justified the need to redefine the objectives for secondary education. It is sufficient to mention the three described below.

391. The myth which advocated the separation of general and specialized education had been destroyed. At the secondary level, this myth had been reflected by the introduction of two types of parallel programs and the development of schools which operated in isolation from one another. A new concept of society was introduced and the secondary school was expected to promote and transmit it, thereby ensuring its development.

392. From now on, all students were expected to undertake secondary studies for the purpose of adjusting to a society increasingly dominated by science and technology. The secondary school was to provide the means by which all young people would be provided with an education which would prepare them either for more advanced studies or for a working function which would become more and more demanding in terms of the theoretical training required.

393. The growing interdependence of professional groups, as seen in today's society and envisaged for the future, has compelled the school to instill in the students a true spirit of cooperation and respect. This would enable each student to fully comprehend the contributions to be made by others for the common welfare of the community and to assess the true value of the knowledge acquired by other people. Therefore, the organization of secondary education was expected to promote the development of a profound sense of social awareness.

394. A New Facility: The Comprehensive Secondary School. Those responsible for the educational reform believed that the secondary school would not be able to achieve these new objectives if the changes were limited to mere pedagogical coordination of curriculum, while schools offering scientific, classical, general, commercial, etc. courses, and schools offering vocational, housekeeping, agricultural, etc. courses continued to exist side by side. It was therefore necessary to provide for systematic coordination of the schools themselves and to arrange the physical setups such that all students within the school could lead the same kind of life that, in certain respects, they would experience in the community. The type of school answering these requirements was the comprehensive secondary school. Therefore, this was the model chosen and developed. At present, such schools offer not only "general education" programs but also all "vocational training" programs at the secondary level.

395. A New Pedagogical Structure. Two articles of Regulation No. 1 imposed a new pedagogical structure on the comprehensive secondary school:

- Article VI:

> At the secondary level, promotion is by subject. As a general rule, the difference in the level of the various subjects in which a student is enrolled may not exceed the equivalent of two grades.

- Article VII:

> The secondary program is given over a period of five years. It is not divided into sections or distinct courses but it covers all subjects presently taught from the seventh to the eleventh years, . . ..

These two articles implied a profound transformation with regard to the administration, the teaching process and the operational structure of the secondary school.

396. The Transition from the Traditional Class/Grade System to the Subject Group. In the comprehensive school, the students are grouped by subject. A group is always composed of students who have reached the same level of development in a given subject. It may be constituted for a specific period of time which does not necessarily correspond to the school year. A student is no longer obliged to repeat all the courses of a particular grade which he has failed. After a failure, he is no longer required to take the same course again; he can choose another course compatible with his academic standing. For those students encountering difficulties with their courses, the school boards can organize make-up courses in the summer and, in exceptional cases, during the school year.

397. The Transition from Homeroom Teacher to the Specialized Teacher and Tutor. In the comprehensive secondary school, most disciplines at all levels of the program outline are taught by specialists. However, in order to facilitate a well-balanced education for young people, the teachers best suited for this role are given a group of adolescents with whom they maintain a relationship similar to that of the former "homeroom teacher" which differs from the role of the ordinary teacher. Regulation No. 7 has delegated the responsibility for dividing the school population into community groups to the administrative staff, in cooperation with the teaching staff and students. This type of grouping is oriented toward integrating the students and making school life more personal. It is at the level of each group that the information, training and activity programs for the group are chosen, prepared and carried out. The school timetable has to allow for both formal and informal exchanges.

398. The Transition from the Classroom to the Subject Room. In a system that offers options, the subject room is generally defined in relation to a subject or group of related subjects. It is reserved for a particular subject and the various groups of students use it in accordance with a timetable

which is developed on the basis of individual schedules. The layout of the room should take into account the particular requirements of the subject taught, in terms of the documentation, instructional material and equipment necessary for the specific learning needs of the students.

399. The Transition from the Class Timetable to the Student Timetable. The timetable for the subject group is unique to the group and not to each student. The students who assemble at a given hour to take a given course have perhaps been with different groups an hour before. The system of options requires each student to develop an individual timetable. This timetable can vary depending upon the distribution of subjects throughout the day and the school year.

400. A New Curriculum. With the establishment of comprehensive schools, students are no longer compelled, upon leaving elementary school to go to specific sections or schools determined by a particular program. They are all enrolled at the secondary school to receive a general education which will become diversified according to the options they choose. From the beginning of the secondary school reform, this has implied profound changes with regard to the concept of curriculum.

401. At the secondary level, the intent of Regulation No. 1 was put into effect by the development of a system of comprehensive schools, which were to receive all students who had completed the elementary level and were required to continue their studies up to the age of 15. This new structure was responsible for the following major changes: a horizontal and vertical broadening of the curriculum; a more flexible guidance program which, through an increase in the possible range of options, gave the students the maximum amount of time to make a final choice; and, a greater emphasis on providing a well-rounded education by increasing the scope of educational objectives.

## 2. Action Taken to Promote the Changes Envisaged

402. The changes required for the implementation of Regulation No. 1, both at the elementary and secondary levels, could only be effected if the Ministry of Education and school boards took a strong initiative in identifying and rapidly implementing the necessary measures, determining the techniques, methods and working tools required in this regard and supporting the work of individuals and groups whose cooperation was indispensible to the success of the pedagogical reform.

### Development and Implementation of New Curriculum Programs

#### a) Provincial Curriculum Guidelines

403. Since 1966, considerable and continuous effort has been put into the development of curriculum guidelines to achieve the objectives of elementary and secondary education. This effort has been instrumental in the modernization and diversification of educational content and its adaptation to students' needs, while respecting the level of their psychological development. These

guidelines may be described as a "substructure of fundamental concepts" which:

- serves to define a set of educational objectives for a given subject;
- contains a sufficiently detailed outline of content to guide the teacher in his task;
- establishes the minimum ratio between the various components;
- synchronizes the learning of concepts and the psychological development of the child;
- proposes different criteria for evaluating content and the acquisition of knowledge.

404. The development and experimentation process related to these programs greatly encouraged the participation of a considerable number of teachers, by including them in the activities of many committees.

405. As with the elementary level, the Ministry of Education developed curriculum guidelines for all compulsory and elective subjects at the comprehensive secondary level. Since the comprehensive secondary school receives all students who have completed the elementary level, the curriculum guidelines featured three different versions for certain compulsory subjects to meet the needs of all students, whether they were enrolled in remedial, regular or advanced classes.

406. In the vocational sector, however, other types of guidelines are in the process of development and experimentation. The method used for developing these guidelines meets certain very specific requirements, aiming at the implementation of a course system which, in terms of specific vocational requirements, will allow for the attainment of a more complete horizontal and vertical integration between the secondary and college levels in vocational education; this will also lead to progressive implementation of a modular system whose structure will facilitate the exchange of knowledge - at first within the same subject area and then between different disciplines.

### b) Program Outlines

407. At the level of the school boards with jurisdiction over elementary and secondary education, local and regional authorities are responsible for transforming the provincial curriculum into program outlines. The latter are characterized by the amount of detail provided with regard to the objectives, content, and teaching and evaluation methods outlined. Because the program outline defines the educational objectives and content proposed by the school board for its schools, these programs are sometimes adapted to specific student groups with regard to content.

408. For several years now, the Ministry of Education has provided technical assistance to school boards, which enables them to redefine and modify their

program outlines periodically. This assistance has taken on various forms, such as handbooks, documents, provincial or regional meetings, etc.

### c) Course Outlines

409. Ideally, the course outline is developed by a team of teachers from the same school. It defines the types of knowledge and skills that can be identified, observed, measured, and acquired at school. For each course it outlines specific objectives, detailed content, recommended activities and tasks, performance criteria, methods of supervision and evaluation of student activity, a bibliography and the materials and methods to be used.

410. The process of transforming program outlines into course outlines has, in several areas, included contributions from teaching teams at the elementary level and from work groups led by department heads at the comprehensive school level.

## Diversification of Educational Facilities and Support Services

411. The innovation and expansion of existing schools, as well as the construction of new ones, resulted in the establishment of school libraries, instructional resource centres, information centres, and areas for specific activities (gymnasia, drama workshops, etc.). Also, the growth of educational technology and regional and provincial production of audio-visual materials encouraged experimentation with new teaching techniques, primarily by means of television, radio and film. The Ministry's General Service for Teaching Media played a very important role in this regard. In cooperation with Radio-Québec and other agencies, it developed a great deal of audio-visual material and encouraged various teaching experiments with media.

## Development of Personal Services for Students

412. The establishment of these new structures necessitated the organization of services focussing in particular on two areas of student-related activity: personal counselling services and student group activities. The general aim of counselling is to evaluate individual and collective needs relative to the personal and social development of the student and to identify the programs which best meet these needs. Various teaching and non-teaching personnel participate in the implementation of these objectives: specialists in the fields of guidance, academic and vocational counselling, psychology, religion, health and social services.

413. A great number of experiments have been carried out with regard to student group activities since the beginning of the educational reform. The publication of Regulation No. 7 in 1971 made it possible to organize social, cultural and athletic activities within the framework of the regular student timetable. Because of this innovation, the school boards were given the task of making a given school both an appropriate learning environment and a true reflection of the community. These activities are organized either by teachers or group leaders.

## The New System of Student Testing and Evaluation

414. The application of the principle of continuous progress to elementary and secondary education necessarily changes the traditional system of student evaluation. Since the implementation of the continuous progress concept is the responsibility of the school boards and schools, it is also their responsibility to use those testing and evaluation techniques which enable them to achieve this objective. The Ministry of Education supports, encourages and promotes this activity by developing and providing organization and evaluation handbooks for educational activities. Also, the Ministry makes available to school boards testing materials (language, mathematics, IQ tests) and prepares evaluation materials which enables the Ministry to assume its responsibilities with regard to issuing certificates on completion of secondary studies.

## The Provision of Support Programs for Educational Personnel

415. To a great extent, the success of the educational reform will depend on the personnel working at the school boards and in the schools. A particular effort should therefore be made to provide these people with support services, up-grading facilities and opportunities for improving the quality of their teaching or administrative activities.

### a) Initial Achievements (1964-1970)

416. With due regard for the autonomy and responsibilities accorded to school boards and schools, Regulation No. 1 profoundly changed the relationship between authority and service that existed at the local, regional and provincial levels of the education system. When this regulation was issued, the traditional function of school inspector had already been abolished and a new category for the Ministry's representative, that of regional consultant, was created. The title of the position clearly indicates that its role was to provide assistance rather than detailed supervision.

417. To support the teachers in their work and to encourage the development of new instructional activities, several school boards began to hire teaching consultants, group leaders and educational coordinators during that same period. Depending on whether they were located at the school or the school board, these persons were placed under the authority of the school principal or the academic director.

418. Moreover, professional up-grading was greatly encouraged by various bursary programs which were either organized by the Ministry or the school boards. Several university faculties opened their doors to practicing teacher and organized full-time or part-time courses for their benefit. The school boards often organized their own in-service training programs by making available the expertise of a number of people working in their general services or schools.

419. The activities related to the provision of up-grading programs, support services and group activities for teaching and administrative personnel gave rise to numerous experiments. In particular, mention should be made of the vast operation undertaken by the SEMEA teams (training program on pupil-centered education techniques) which, during a period of five years, carried out an intensive and systematic effort to make available to teachers, principals and local administrators an awareness training program on the principles and methods of pupil-centered education at the elementary level. By means of training programs lasting from a few days to several weeks, these teams reached 8,000 persons throughout Quebec. The Experimental Projects Mission (MPE), which included the SEMEA project, also developed and disseminated instructional materials to teachers and teacher training personnel by means of instructional workshops. Also, the Mission experimented with a new formula for teacher training in cooperation with Laval University (REPERES Project).

## b) A New Era (1970-1975)

420. The efforts that were undertaken to motivate, support and train teaching personnel not only promoted pedagogical reform in elementary and secondary education but also encouraged the involvement of teaching personnel in pedagogical research and development within their own working environment. This is evident from the current interest of the school boards in the grants program of the Ministry of Education, which helps local groups to establish and conduct their own research and development projects in areas such as teaching, pedagogical organization, special education, measurements and evaluation. This type of support for innovation focusses on projects that originate in the educational institutions.

421. New formulas for the professional development and support of school personnel have also been subjected to experimentation since 1970. Several school boards retain the services of teaching consultants whose role is to assist the teachers and principals of those schools located in their area. In the comprehensive secondary schools, group leaders assist teachers in one or several subjects. In this connection, the Ministry of Education has developed a practice regarding educational development experts. The latter are teachers who are freed from their regular assignments for a period of two or three years and meet with persons or groups requesting their services at school boards. This practice is flexible enough to make it possible to reorganize, on an annual basis, the services to be provided by the educational development experts and, at the same time, to take into account the needs of the Ministry and the school boards.

422. Meetings between teachers, local administrators, teaching consultants and educational development experts can occur on various occasions. However, they are usually held during the period of 20 days which is reserved in every school timetable for planning and evaluation as required by Regulation No. 7.

423. With regard to the provision of university training for practicing teachers, each university offers programs which attempt to meet provincial and regional needs. In addition to the programs provided at its various campuses, the University of Quebec offers an in-service training program for mathematics teachers (PERMAMA), which reaches the teachers in their own working

environment by means of print and audio-visual materials and through services provided by local or regional group leaders and professors from the University of Quebec. This formula will soon be employed in the in-service training program for French teachers (PERMAFRA).

424. Lastly, the National Institute of Public Administration (INAP) offers several training programs for school board administrators that can be taken either at the institute or at the board's offices. These programs, which are given as regular courses or as intensive training sessions, deal with the entire range of a school board administrator's responsibilities. The cost of these activities is usually covered by the board's budget.

## 3. A Special Area: Education of Exceptional Children

425. In addition to providing educational services for the entire student population, the efforts made to democratize education should also ensure that the educational process is adapted to the needs of different groups of students. In the case of exceptional children, the first efforts were directed towards the identification of children with learning disabilities and the organization of the necessary services for them. During the same period, those responsible for the education of exceptional children had to undertake the hiring and training of specialized personnel, in cooperation with the institutions and agencies concerned, and coordinate the efforts of various provincial, regional and local services already in operation.

426. The organizational, financial and pedagogical infrastructure having been established, the educational services provided for exceptional children were concentrated in four areas of activity.

### Preparation of a Comprehensive Plan for the Development of Services and Human and Material Resources to Meet the Needs of Exceptional Children

427. With a view to coordinating the efforts of those agencies, school boards and government ministries concerned with the problem of exceptional children, the Ministry of Education undertook the preparation, in the fall of 1970, of a document which defined the policies and major activities planned for the next few years in this area.

### Development of Educational Services for Students With Learning Disabilities

428. The expansion of educational services for students with learning disabilities involved the Ministry of Education in testing, supervision and standardization activities. The standardization of services was recognized as the most urgent task; this called for the integration of these services into a carefully considered plan for resource development, as well as the involvement of the people working in this sector in the development and implementation of this plan.

429. Various projects were initiated to achieve this purpose; the most significant of these were the following:

- organization of specific vocational courses, as well as special educational services, and the preparation of recommendations with regard to suitable teaching materials and equipment;
- development of a five-year plan aimed at providing special facilities for students with learning disabilities;
- participation in the development of a program which placed several groups of exceptional children, then in institutions run by the Ministry of Social Affairs, in the public school system;
- development of new standards for the pupil-teacher ratio, based on a new definition of the concept of exceptional children.

## Preparation of Pedagogical Guides and Course Outlines and Development of Instructional Media for Teachers of Exceptional Children

430. The decision to supply the special education sector with appropriate instructional materials was taken more than five years ago. In 1969, a systematic operation was set up in this regard and several pilot projects were carried out. Now that preliminary planning has been completed, this operation is conducted on a regular basis and uses the most advanced technology for the education of children with learning disabilities.

## Development of Human Resources for Children with Learning Disabilities

431. An analysis of the human resources available to the institutions dealing with exceptional children has shown the importance of determining and defining their needs in order to ensure the assistance of competent persons in this field at all levels (coordination, supervision, instruction, training). With this perspective in mind, the Ministry of Education developed an inventory of requirements and resources with regard to the training and up-grading of personnel in the field of special education. In cooperation with the universities, the Ministry also initiated programs for the training and up-grading of teachers.

432. Since 1960, considerable development has taken place in the field of special education in Quebec. Educational specialists meet regularly at the school board level and, at the provincial level, the annual Conference on Exceptional Children brings together 4,000 persons for several days. Educational development experts have established working relationships with these specialists and the special education branch of the Ministry of Education coordinates activities in this area.

## C. Changes at the Post-Secondary Level Resulting from the Application of the Principle of Democratization

433. In this section, a description will be given of the most important changes which have occurred at the college and university levels.

### 1. College Education

434. Before 1967, the term "college education" did not exist as such. The variety of courses offered by today's colleges was provided by various kinds of institutions, namely, the "classical" colleges and specialized schools such as institutes of technology, teachers' colleges, family education institutes, schools of nursing, etc.

435. The "paths" leading to university varied a great deal: admission could be gained, in certain instances, after eleven years of school or twelve years of school (especially in the English-speaking system), after thirteen or fourteen years, or at the end of a period of specialized training lasting two or three years (teaching, sciences, paramedical training), but usually, after having completed fifteen years of school and obtained the "bachelor of arts" awarded by faculties of arts to students who completed their studies in the classical colleges affiliated with these university faculties.

436. In order to fully realize how essential it was to establish colleges for general and vocational education, the pressing needs which these institutions were to answer and the interim goals that were to influence their form or structure must be reviewed. In 1967, immediate action had to be taken to answer the growing demand for post-secondary studies. To do this, existing institutions had to be fully utilized rather than new ones built; incentive measures were put into effect to this end. Finally, a remedy for the inequities which existed among the various parallel programs of study, between which transfers were seldom feasible, was urgently needed, as this state of affairs represented a considerable disadvantage to the student. The establishment, then, of a network of general and vocational colleges fulfilled this essential need for "horizontal" coordination. On a short-term basis, the new college program attempted to increase accessibility for post-secondary students by facilitating transfers from the secondary to the college, and from the college to the university, level.

437. With the creation of a network of colleges for general and vocational education (CEGEPs), education at the college level became all-encompassing, including all those programs which would necessarily be provided by a comprehensive institution. The CEGEPs are primarily concerned with the problem of "mass" post-secondary education, as, in the last few years, they have had to absorb vast numbers of students as a result of the "academic explosion" which occurred at the secondary level during the sixties.

438. By way of follow-up to the act relative to the CEGEPs, passed in 1967, most colleges were established between 1967 and 1970, essentially through the reorganization and integration of existing institutions, some private, some public. A college is a public institution; the corporation which administers it, and the charter which governs it, make it independent, in contrast to the former statute governing the old specialized schools which were maintained by various ministries.

## Aims and Objectives of College Education

439. At the beginning of their endeavours, those responsible for the reform of college level education articulated the approach they intended to take regarding both the level of studies and the institutions which they had been called upon to reorganize.

440. "College education must answer a multiplicity of needs, and moreover, be directly relevant to the requirements of a rapidly evolving society. Of necessity, it must be both flexible and dynamic. It must be universally accessible, not only at the social level where it must accommodate a great number of students, but also at the instructional level, where it must offer a wide range of courses in general and vocational education. Looking continuously to the future, it must ensure that the sort of education it provides corresponds to the needs of today's civilization a civilization based upon science and technology and upon a responsible humanism. Moreover, this sort of education must be responsive to individual and community needs; it must be sufficiently adaptable to meet the requirements of various environments. Within our society, it must epitomize the ideal of "equal opportunity" in education, and bring about a situation which ensures the exercise of individual freedom."

441. These principles were based on a new concept of democratization; and had to be transformed into specific objectives. The architects of the reform defined these objectives as follows:

- to establish a clear-cut and well-defined basic link between secondary and university education;
- to meet the needs of increasingly large numbers of students;
- to ensure that equivalent educational facilities be available in all regions of Quebec;
- to give students a direction to their studies which would correspond as closely as possible to their individual aptitudes and personalities;
- to provide the working population of each region with opportunities for retraining, so that they may qualify for specialized technical employment if so desired;
- to provide adults with a full complement of the general educational activities necessary for playing an active role in society.

442. Those important principles and objectives relative to the colleges profoundly changed an educational situation which had its beginnings in the distant past. In order to be able to gauge the evolution which took place at this level, it is important to indicate the major changes to which the creation of the CEGEPs gave rise, and the measures taken to effect these changes.

## Major Changes in College Education and Measures Taken to Guide and Reinforce These Changes

### a) Comprehensive Education

443. The decision to combine the various kinds of vocational education and pre-university education in the same institution emanated from a desire to derive the maximum educational benefits from the comprehensive setup, in terms of the concentration of human resources, an increased number of courses from which students might choose, and the possibilities for social adjustment within the context of the social and cultural interaction of students from different backgrounds, preparing for highly different careers.

444. The principle of comprehensive education was applied in particular to the organization of CEGEP programs on the basis of the following concerns: balanced training, program flexibility and wide-ranging career choices. Any college education program includes objectives relative to both general and vocational education. Thus, college education has become an entity in itself and constitutes a separate educational level. It was designed to permit the student first to reinforce and complete his general education by studying disciplines such as literature and philosophy, and second to begin or to complete his vocational training. According to current usage, "general" education refers to those subjects or fields of study which may lead to and prepare a student for higher education. At the outset, it was required that, for the first two years of study at the CEGEP, no more than two-thirds of a student's time be devoted to studies in preparation for a career; one-third had to be devoted to completing his general education. A student's program of specialized courses constitutes his "major", if it prepares him for university study and a "specialization" if it prepares him for an occupation.

445. When the CEGEPs were first created, attempts to establish a balanced training program were hampered considerably by the extreme variation, at that time, in the length of students' pre-university studies and the resulting imbalance in their level of training. Some students found themselves forced to pursue studies that were exclusively general; others to begin specialized studies too soon.

446. The formulation of regulations requiring the simultaneous pursuit of both types of study did not mean, however, that the proportion of time devoted to one or the other would not be reviewed periodically. The introduction of an area of specialization into the student's studies was to be a gradual process, in order to provide him with flexibility within his program. Thus, specialization in social, health, or pure and applied sciences would lead to a full range of university programs which were more specific still, while ensuring that contact was maintained with a complete range of technical and professional skills connected with each discipline. Accordingly, transfer between programs in the same discipline or from a pre-university program to a terminal one was easily effected and did not require that the student repeat his entire program.

447. In vocational education, the practice of requiring all students to take common basic subjects ensures that the student will only be able to reach a high level of specialization after he has acquired a sufficiently broad basic education. The first two, three or four sessions of a group of special courses taught for six sessions thus form a common program.

### b) Matching the Different Levels of Education

448. The establishment of uniform university entrance standards, following a student's thirteenth year of schooling, was not brought about without necessitating major adjustments on the part of university faculties. During the period of transition following the creation of the CEGEPs, some universities required that a student be highly qualified in terms of course work before they would admit him; others attempted to persuade the CEGEPs not to offer disciplines related to university specializations, in order to leave the universities responsible for providing the basic requirements for these specializations. Current practice attempts to avoid a situation whereby a given level of education would be restricted by unnecessary demands for prerequisites by the level above. In principle, this also applies to transfers between the secondary and college levels. Moreover, since 1967, the principle of continuous progress has been questioned, in view of the reduced length (in some cases, from 15 to 13 years) of pre-university studies and of the extension of secondary school from four to five years. Those responsible for the reform wondered how the length of a student's studies could be shortened without diminishing their quality. Introduction of the credit system, and promotion by subject, which became the rule at both the secondary and college levels, was done to allow each student to advance at his own rate, in accordance with his particular inclinations. However, such improvements as a shortened elementary program, the higher quality of secondary education, and the introduction of the credit system and subject promotion serve to explain why those responsible for the reform favoured admission to university after 13 years of study, while the universities themselves were still demanding 15 (in the French-speaking sector).

### c) The Development of Vocational Education

449. Specialization programs, ordinarily called vocational programs, are oriented toward immediate employment; thus, a few remarks should be made concerning the influence on this sector of regulations based on the principle of comprehensive education. The development of vocational programs at the CEGEP did not take place as rapidly as had been expected. In fact, today, only about 50 percent of the students enrolled at the CEGEPs are taking vocational courses, although enrolment figures have gradually and continuously increased over the last five years. Because of this, the CEGEP setup has been criticized for making vocational programs the "poor cousin" within the education system. This accusation merits a response.

450. The requirement of a fifth year at the secondary level before admission to the CEGEP led to a one-year gap in the vocational program, as transfer to the old specialized schools had occurred, in the past, after the fourth year of secondary school. This one-year gap falsified the degree to which the percentage of students enrolled in vocational programs was representative for a

period of up to three years after the establishment of a CEGEP. Meanwhile, the economy experienced rapid development of the primary and secondary industries, and especially of the service industries. This had been forseen by those responsible for the reform, who had written: "Given the present state of affairs, further stages in development cannot come about without an "explosion" of the service industries. This sector of the economy will need competent personnel to fill positions which, up to now, have been filled by people with inadequate training, due to the acute deficiencies of the system of education in this area."[27] The development of vocational education was therefore effected in part by the establishment of new programs in administration, health, social work, information, communications, etc.

451. A third important change occurred as a result of the desire to make vocational education flexible enough to adapt to changes which might arise in a given occupation. The logic of comprehensive education led to considerable upgrading of the scientific education which constituted the basis for work in technical fields. This idea was expressed in 1967: "It cannot be denied that the theoretical subjects presently taught in the specialized school system must be supplemented and improved to meet the requirements of the labour market. This is all the more imperative since our rapidly evolving technology will require that individuals are capable of adjustment to change, a premise which presupposes a solid basic training."[28]

452. The principle of comprehensive education was most widely applied in the area of program structuring. This principle thus contributed directly to greater accessibility of this educational level, by allowing for flexibility in a student's progress, by maintaining a balance between general basic education and the scientific training necessary for an area of specialization and by providing either introductory or complete vocational training leading respectively to university, or to the immediate practice of a given trade.

### d) Changes Connected with the Trend toward Pupil-Centered Teaching Methods and Individualized Instruction

453. Will this trend influence the nature of the CEGEP? Without attempting a detailed analysis, it would, nevertheless, be useful to point out a certain number of characteristics, typical of instruction at the college level, which tend to be tailored to the individual student's aptitudes.

454. From the beginning, the Ministry of Education recommended a return to independent work, to research, to the preparation of seminars and to team work. The crisis which occurred in the fall of 1968 in post-secondary education - as it had in a good many other countries - substantiated doubts held by many about the efficacy of the lecture method of instruction, and intensified the search for various types of substitutes, one being the complete absence of all direction.

455. In an effort to encourage more individualized instruction, workshops in the humanities were held on an experimental basis, complementing laboratory work in the natural sciences. Programmed instruction methods were used in some scientific fields; experiments were performed in which working methods were varied according to the student's ability to absorb knowledge within the

framework of a large work group, a small work group or through individual study. A massive pilot project was conducted at one of the CEGEPs in the city of Laval with the aim of making maximum use of information and communications technology to facilitate individualized learning.

456. One of the developments most likely to establish learning as being more important than teaching is a method emphasizing the work done by the student rather than the teacher's word. This approach involves the reformulation of course content for a number of disciplines, in terms of learning objectives.

457. One of the most original features of the CEGEP is the educational scope of a vast range of cultural, social, athletic and technical activities which represent students' individual or collective projects, in contrast to formal instruction. These projects are a practical application of the principle of making the student increasingly responsible for his own education. Beyond a simple individualization of teaching methods, the essence of these activities seems to preview a reintroduction of a true "educational" dimension to the college environment - a sort of personalization of the educational process.

458. Justification for the above philosophy appeared as early as 1968, when the first evaluation of the CEGEPs' operation was made by a committee of the Superior Council of Education: "A student's entire extracurricular life which, at a college, is so important, is still left to chance. The college is a place for other kinds of learning apart from instruction; thus, the extracurricular activities should be organized . . .. This leads us to predict that there will be a number of educators engaged full-time at the CEGEP in educational capacities which are not instructional." The subsequent development, in cooperation with teachers, of programs of social and cultural leadership, led to an exploration of ways to recognize and give credit for "educational achievements" which were outside of the formal course of studies.

### e) The CEGEP and the Needs of the Community

459. One final aspect of democratization that should be mentioned in order to understand the type of education offered at the college level is the integration of the college-level educational community as a dynamic element into society. In educational respects, this could be called a socialization process which enables the student, in an independent and creative manner, to play the civic, economic, family and other roles he will have to assume eventually. In a wider sense, it can be said that the system of educational institutions thus becomes an important tool in the development of the community; in this respect the CEGEPs try to keep informed about the needs of the community in economic, as well as in cultural and political, terms.

460. The CEGEPs' objective of achieving a close relationship between education and society cannot be accomplished without positive action. The first official yearbook of the CEGEPs expresses this idea in the following manner: "Traditionally, a school system was the means by which a society transmitted fundamental knowledge and values. In this sense it reflected society. Such a concept is satisfactory for a static world in which a student who leaves

school is faced with a situation practically identical to that which existed when he entered. But nowadays, when even structures are changing, the school system, in addition to transmitting an enduring heritage, must try to become a factor in social evolution."[29]

461. This concern was first put into concrete form in a type of institutional administration where the participation of students, citizens residing in the area and teachers became a constituent element, under Bill 21 regarding the CEGEPs.

462. This concern also helped to open the CEGEPs on a large scale to an adult clientele whose number in 1974-75 almost equalled that of the younger, regular students. In this sector for several years now, the tendency has been to develop programs for the various groups according to a systematic policy of individualized education.

463. The short history of the CEGEPs demonstrates an acute sensitivity to student attitudes towards the uncertainties and major events in the fields of culture, business and politics. Indeed, the college environment itself is characterized by a restlessness which clearly illustrates the rapid manner in which values change.

464. Another indication of democratization at the CEGEP level is its specificity with regard to a particular region or socio-economic milieu. "The colleges will make sure that the sort of education provided in a given area will respond to the social and economic realities of that area, and to its realistic growth potential . . .. The comprehensive nature of college education permits necessary flexibility so that each college may determine its goals in connection with the cultural, social and economic situation in its region."[30]

## 2. University Education

465. In the last decade, university education has developed at a much slower pace than that provided by the secondary schools and colleges, while still following the general trend of the education system toward greater accessibility of higher education.

466. In the years between 1967 and 1970, two major changes developed with regard to student population. A great many courses were now given in the colleges in cases where, previously, a student proceeded directly to the university from secondary school. In 1967, almost 30 percent of the courses given at the universities were due to be relocated in the CEGEPs, because of the redefinition of the college level. On the other hand, an entire area of professional training traditionally provided previously at the college level, i.e. that of teacher training, provided by the normal school, was gradually shifted to the university level according to Regulation No. 4 of the Ministry of Education.

467. The most important measure taken to compensate for the rapid increase in the number of university students was the establishment of the University

of Quebec in 1969; it joined three existing French-language universities - Montreal, Sherbrooke and Quebec (Laval University) - and three English-language universities - McGill and Sir George Williams in Montreal, and Bishop's in Lennoxville.

468. The University of Quebec has a certain number of characteristic features which are closely linked to the principle of democratization of education. It is a public institution, created and maintained by the province; thus, it is somewhat different from the other universities, which are private. Its operational procedures systematically encourage student and teacher participation in decision-making by unique methods.

469. The University of Quebec is decentralized. Initially composed of four relatively independent "affiliates", it provides university education in regions previously without facilities: Mauricie, the Lower St. Lawrence, Saguenay/Lac-St-Jean. The structure of the University of Quebec lent itself to the creation of research centres (for example: the National Institute for Scientific Research), and service centres (for example: the Division of Advanced Studies of the Northwest region and "Tele-University", which recently became an affiliate).

470. The organizational model for instruction used by the University of Quebec features the "module", which is a mixed group of professors and students involved in the same program or in a series of related programs, set up side by side with the department (a group of professors belonging to the same discipline or faculty). This pattern was later adopted by other universities.

471. The majority of Quebec's universities experienced rapid expansion toward the end of the sixties. On the other hand, at the beginning of the present decade, they experienced an unexpected decline in projected enrolments, as was the case with a majority of similar institutions elsewhere in North America. This relative stabilization of growth, combined with numerous shifts in new students' areas of interest, required efforts involving coordination and planning based as much on the complementary nature of institutions, as on developmental autonomy.

472. The opening of the university to adults is also a phenomenon which occurred within the last decade. For several years now, the University of Montreal in particular has been devoting considerable resources to research and instruction in the field of adult education.

473. The role of the Council of Universities, which the following chapter will present in detail, was actually of primary importance in connection with the reform of university education, especially in terms of the objectives of the universities.

### 3. Initial Training of New Teachers

474. In the second section of its report, the Parent Commission described at length the various aspects of teacher education. In particular, it recommended that the responsibility for teacher education be transferred gradually to the universities.

475. This recommendation was accepted and resulted in the issuing of Regulation No. 4 by the Ministry of Education in 1966, in addition to a number of new regulations governing teacher certification. This decision led to the gradual disappearance of some 60 normal schools, which, in 1966-67, offered three different types of teaching certificates in programs of two, three or four years following secondary school. The integration of the major teacher training institutions was effected to a great extent by means of the establishment of the various affiliates of the University of Quebec. Transition between the old normal school programs and the new university programs was at first difficult due to differences between them.

476. The Ministry of Education supervises teacher training programs very closely by requiring that the universities submit their proposed programs to the Ministry for approval. This procedure does not apply to any other university programs; the latter are presented for approval to the Council of Universities, in accordance with a mutual agreement made among the universities themselves.

477. Regulation No. 4 resulted in an important change in teacher certification. The final diploma received at the end of the initial teacher training period was no longer equivalent to a permanent teaching certificate, as had been the case when the normal schools were in operation. A probationary period of two years of practical teaching experience was introduced and a probation council was formed at each school. This council followed the work done by the new teacher in order to provide him with encouragement and advice, and to evaluate his competence with a view to ultimately recommending him to the Ministry of Education for a permanent teaching certificate. To remedy exceptional situations where candidates holding either temporary or permanent certificates are not available, the Ministry also issues a certain number of provisional authorizations to teach; their renewal is contingent upon two conditions: a positive recommendation by the school board concerned and an obligation on the part of the candidate to acquire the academic background or training he lacks.

478. Secondary teacher education programs, offered at the bachelor's level, usually combine a two-year major in a given faculty, with one year of courses in educational theory, and practice teaching. Many students, however, complete the first cycle by obtaining a bachelor's degree in a given major, which concentrates on research, and then add a fourth year in which they obtain a certificate in secondary education or educational theory.

479. Elementary teacher education programs generally devote more time to teaching methodology in the various subjects. General education in other areas is thus more varied.

480. The teaching certificate, ordinarily obtained after a two-year probationary teaching term, is, in effect, specific as regards the teaching subject (university major), the level (elementary or secondary) and the sector (English- or French-language). At present, however, programs which encourage mobility between kindergarten and elementary school and between elementary school and junior high school are being encouraged.

481. A very close relationship exists between "initial" training programs for future teachers and a whole series of initiatives for continuing teacher education. The various projects and programs mentioned in connection with elementary and secondary (SEMEA, PERMAMA, PERMAFRA) or adult education (SESAME: Specialized Education Sessions for Adult Educators sponsored by the Ministry of Education) helped to pioneer and disseminate new pedagogical concepts, which are focussed on the pupil-centered school, individualized instruction and the utilization of group resources, and aim toward a more dynamic educational pattern, centered on the student and his learning rather than on formal instruction.

482. A pilot project for elementary teacher training was developed and carried out from 1967 to 1971 under the responsibility of the Office of Experimental Projects, Ministry of Education. This project, called REPERES (Experimental Network for the Preparation of Student Teachers in the Reform of Elementary Education), contributed in particular to the operation and continuous evaluation of the Laval Experimental Center, where, for three years, a pilot project was carried out which called for "teaching based on an awareness of the total environment" and made major use of practice teaching during the entire training period.

483. Another field recently given special attention by the Ministry of Education was vocational teacher training for the secondary and college levels. In a development program recently established by the Ministry in cooperation with the universities, the approach to "initial" training closely corresponds to the approach proposed for on-the-job-training; both are characterized by the greater use of learning opportunities in the school environment in accordance with the principle of "teaching based on an awareness of the total environment".

## D. Changes in Adult Education Resulting from the Application of the Principle of Democratization

484. Quebec's period of educational reform affected successively the structures, objectives and characteristics of the educational system at every level. The educational needs of adults, while not excluded, were given somewhat less attention by The Parent Report than the various levels of instruction, as adults are involved in three formal levels at once: secondary, college and university. The report does, however, mention the province's responsibility for formal adult education. At the very least, this implies that facilities and programs established for the young should be made available to adults as well. All efforts in this area are therefore directed toward educational upgrading, either through supplementary general education or through retraining programs for the working population to qualify them for specialized employment.

485. The Continuing Education Branch, which was established in 1966, and subsequently became the Adult Education Branch, is responsible for the organization of adult education and the promotion of continuing education. The

purpose of this twofold mandate is to further adults' understanding of themselves, and of their environment, in order to encourage their participation in its social and economic development. This basic link with the community calls for a very special sort of education which is as geared to adults' individual needs, life styles and abilities as it is to the needs and priorities of Quebec society in general, and the working environment in particular. Seen in terms of continuing education, adult education should thus increase adults' ability to make use of and develop the information and educational resources of the community.

## 1. The Extent to which Democratization was Achieved

486. The very objectives of adult education were, and are, conducive to democratization. This sort of education is intended to make services and resources available to the entire adult population of a given region and to offer a range of activities and business, social and cultural training projects suitable for its needs, particularly for adults from underprivileged areas. Accessibility to educational services is effected by adapting teaching or training techniques to adults' needs, by organizing and developing educational projects in consultation with community organizations, and by improving the competence of educational personnel working in remote regions. Training activities and projects are professionally evaluated upon completion, thus giving adults opportunities for acquiring the competence required for performing specialized or general work.

## 2. Changes in Educational Facilities

487. Adult education facilities were created in all regional school boards (secondary level) and at the college and university levels. Information, leadership and guidance services were organized for the adult population, particularly in underprivileged areas. A federal-provincial agreement on manpower training made possible the establishment of full-time general and vocational courses, taken by adults who are awarded training allowances for this purpose. Furthermore, adults could attend part-time vocational or general interest courses, for which fees were minimal, or specialized courses organized for certain categories of adults, such as the chronically unemployed, prisoners, the handicapped, etc. Other possibilities which facilitate access to education are services such as correspondence courses, the use of media and the development of adult education centres in business and social areas.

488. The hiring of qualified personnel (administrators, guidance counsellors, psychologists, etc.) resulted in the formation of teams from adult education services who benefited from new administrative procedures and financial policies which greatly simplified their work. This development was parallelled by an increase in both buildings and equipment (libraries, resource centres, laboratories, vocational training workshops, etc.) and important administrative experiments. Through Operation Départ-Province, a method was developed for estimating Quebec's manpower needs, by requesting the participation of representatives from various agencies, associations, and enterprises. Another important administrative innovation was the

experiment which resulted in the establishment of Personal Assistance and Community Leadership Services (SEAPAC). Finally, adult education services maintain close contact with personnel working within their district who attend information sessions, seminars, committee meetings, etc.

### 3. Changes in Education Practices

489. Examination of the teaching and learning processes in connection with adult education facilitated the application of the concepts of the "self-educator" and the "educational environment". Experimentation with new educational structures encouraging adults' independence was accompanied by attempts to train a new type of educator, whose role was to assist the adult in his educational progress, and by the formulation of a new procedure for program development by objectives, a process which could be used for general education as well as socio-cultural and vocational education. Finally, reorganization of the traditional examination system resulted in a method of evaluation which is an integral part of the educational process. A number of activities facilitated these changes in educational practices.

490. After proposing, through Operation Départ-Province, the establishment of a complete adult education system, Operation Départ-Montréal attempted to define, in a more specific manner, the type of instruction which would correspond most closely to the needs expressed, and which would take into account the fact that adults have either completed or are completing their education. Départ-Montréal was therefore essentially a social and educational research project, and ultimately established guidelines for adult education in Quebec. The instructional principles proposed were based on the premise that the adult, who has acquired a certain amount of knowledge in the course of his life, also has the knowledge to identify and utilize those resources necessary for his further education. Thus the concept of the "self-educator" was conceived, according to which the adult is considered to be the main agent of his education, as well as that of the "educational environment" which permits the adult to make use not only of the traditional academic institutions but also the educational resources of the environment in which he lives.

491. The experiments of the SESAME Cooperative Centre helped to redefine the role of the teacher in adult education, in terms of new teaching techniques. The SESAME project resulted in training activities both for admininstrators and adult educators alike; these activities are presently being continued by a development assistance team. Core field assistance teams were formed to assist the various regions in developing their own projects and conducting their own experiments in such areas as assuming responsibility for in-service training, developing teaching methods or forming support committees for special projects. Sector teams (education, industry) helped to formulate and implement new policies such as personal assistance and community leadership services, training programs, and committees for the implementation of programs by objectives. The development of strategies for the implementation of innovations led to the development of the TEVEC Pilot Project and the Multi-Media Program, among others.

### TEVEC Pilot Project

492. As it had been recommended that use be made of a great variety of resources in order to meet an equally great variety of adult education needs, an initial "out-of-institution" training experiment was conducted by the Ministry of Education in the Saguenay/Lac-St-Jean region. This experiment, which lasted more than two years, offered adults two types of education. The first was a program of general education leading to a 9th-year diploma (Secondary III) and consisting of a modified program in French, English and mathematics; the second, a program of current affairs dealing with the major social and economic issues adults must confront in their daily lives. This program of current affairs was intended to make adults aware of ways in which community resources could be profitably used to find their own solutions to everyday problems. The innovative aspect of the project consisted of a combined use of television programs, correspondence courses and make-up courses held in educational institutions - all supported by strong community leadership.

### Multi-Media Program

493. By way of follow-up to the TEVEC experiment and in light of the recommendations which emanated from Operation Départ-Montréal, the Ministry of Education set about establishing a multi-media training program for adults. This program will eventually service the entire province; at present, however, it operates in three of Quebec's nine regions. Its goals are to encourage adults to form small interest groups and discover their own educational needs and to then assist these groups in developing programs to answer these needs and promote the use of a variety of educational resources in connection with the projects undertaken. The Multi-Media Program offers adults the means to bring about their self-education by making available a wide range of educational resources: television, correspondence courses, resource persons, regular courses designed for small adult groups, social and cultural leadership, etc.

## E. Conclusion

494. The preceding chapter has demonstrated the relationship between Quebec's educational policies, aimed at adapting education to individual and community needs, and the various ways in which education was made more democratic. For purposes of this review, the aspects selected for examination included the individualization of education, the development of the pupil-centered school, the establishment of comprehensive education, and the linking of education to the development of the community.

495. It is difficult to satisfactorily evaluate the effects of the reform on each of these aspects. The results will, indeed, only be apparent after one or two generations of students have gone through each level of the school system. At present, one can with justification only attempt to evaluate the quality and magnitude of the efforts made to develop each of the aspects mentioned. Moreover, it is important to continue these efforts and to attempt to develop original solutions to several new problems which have been

detected in connection with the numerous social changes associated with the reform years. In particular, these problems include the following:

- further improvement in educational operations for underprivileged areas,

- support services for educational personnel, and

- the development of continuing education for students at the post-secondary level and adults.

## 1. Further Improvement in Educational Operations for Underprivileged Areas

496. As a result of comments made by people working in underprivileged areas, as well as of various research studies and experiments, certain negative findings became evident regarding the ability of the present school system to effectively meet the educational needs of the underprivileged. Efforts made in the last few years to solve this problem have already brought to light certain approaches which must now be explored in depth. Work in this area undertaken by the Ministry of Education shows promise and should, over a reasonable period of time, result in an educational policy better suited to the needs of the underprivileged.

497. It is probable that such a policy, due to the myriad of individual, family and social factors involved, will propose "alternative forms of education" for those in underprivileged areas. Moreover, it will probably suggest the establishment of educational services which liaise closely with the community and existing resources.

498. It is possible that changes brought about by such a policy may serve, in time, as models for schools located in other areas.

## 2. Support Services for Educational Personnel

499. Education's continuous adaptation to social change, and to the needs of different student groups, places new pressures upon its personnel, who must be able to manage and transmit innovations where they occur, that is to say, at the local administrative level and in the schools. This personnel (administrators, school principals and teachers) has already expressed the need for accessible support services which they might call upon as necessary. These support services should take the form of local counsellors and group leaders, training sessions, technical equipment, etc.

500. Undoubtedly, many of the support services currently existing should be improved to meet the changing needs of educational personnel and be better coordinated at the school board and school level. What must be planned for is maximum utilization of the support services and resources available for the upgrading of both staff and administrators, in order to continually improve the quality of education.

## 3. Development of Continuing Education

501. The increasing concern regarding the establishment of a system of continuing education in Quebec will probably modify elementary and secondary objectives even further by introducing new long-term goals for the entire education system. Other changes will be necessary as well but will be more difficult to implement. Moreover, changes must be introduced so that the student at the post-secondary level and the adult may benefit from an educational system based on the principle of continuing education.

502. The establishment of such a system will no doubt encounter numerous obstacles as regards the manner in which work is organized in our society. The education system should, accordingly, provide leadership by establishing liaison with the government ministries, employers and unions concerned.

# CHAPTER IV

# THE DEMOCRATIZATION OF EDUCATION IN TERMS OF PARTICIPATION IN POLICY DEVELOPMENT

## A. Introduction

503. Many sections of The Parent Report are devoted to discussion of the democratization of the education system; in the course of these discussions, the question of participation arises repeatedly. In the first part of the report, to introduce the Superior Council of Education, mention is made that, apart from the Ministry of Education, which administers the entire educational system, there should be a council which would enable other representatives of the population to be heard. Entire pages of the report are devoted to representation by parents, churches, educators and intermediary groups.

504. In another section of the report (Volume II), dealing with the institutions which have come to be called CEGEPs, a great deal of space is devoted to the subject of student participation.

505. "This is why we recommend that those who direct the institutes collaborate with student representatives in all matters connected with the welfare of the campus. Not only can they give their opinions on various administrative and educational matters, it is proper that they should be expected to do so through delegates elected as members of official joint committees. In short, it is important that students be able to rely on channels of communication which are an integral part of the official structure. Moreover, it will be impossible to operate residence facilities successfully if student councils do not themselves assume a part in maintaining discipline; it would be quite normal for students to frame the regulations for the residences and to penalize those who break them."[31]

506. As regards university life, the report was even more explicit on the subject of teacher and student participation. Representation of these two groups on university boards of directors was considered highly desirable by Commission members.

507. At the end of Volume III, an entire chapter is devoted to student associations and student unions, encouraging formation of these organizations. The following recommendation reflects this concern:

508. "We recommend that representative student organizations, or student unions, whose officers are democratically chosen, be invited to send official representatives to joint committees in the universities and the Institutes [CEGEPs], at regional and provincial levels."[32]

509. The Parent Commission represented the first step toward putting this policy of consultation into effect. The Commission called upon the entire population of Quebec, particularly those who worked in the field of education, inviting them to submit their views and suggestions in the form of briefs that would subsequently be discussed in public hearings. More than 300 briefs were sent to the Commission, which studied them closely. Public hearings were held in eight large cities of Quebec; in addition, Commission members met with

about 125 specialists in education or related disciplines. This Commission thus had a decisive influence upon the orientation of Quebec's education system.

510. This chapter will attempt to present the educational policies which, in the course of the last decade, were designed to encourage participation by as many as possible in determining the future of the education system, thereby making it truly democratic.

## B. Participatory Mechanisms for Implementing the Educational Reform

511. Since its inception, the Ministry's intentions concerning participation have been very clear. In his first annual report, the Minister wrote:

512. "Education will be able to play a part in the general development of our environment, provided our education system is able to regain its internal unity, and incorporate the multitude of groups, agencies and individuals which are so essential to it into one unified force."

513. "The function of the Ministry is not to do, teach or organize everything itself. Its purpose and primary role is to coordinate and direct measures which will become firmly established in each of the communities throughout Quebec. With a view to maximum utilization of our resources, but mainly with a view to making education genuinely democratic, the Ministry will lend full support to its policy of participation by local and regional communities, school administrators and teachers, in the unified development of education in Quebec."[33]

514. It was with these intentions that the reform of education in Quebec began. In order to make this reform possible, mechanisms were established to provide for participation by representatives of institutions, educational agencies, social and economic groups and individuals, both in setting up a complete system of educational institutions ranging from the kindergarten to university level and including adult education, and in changing teaching methods and curricula.

### 1. Interim Mechanisms for the Establishment of a System of Educational Institutions

515. Directly following the establishment of the Ministry, a Planning Committee for Educational Development was formed for the elementary and secondary levels. The purpose of this committee was to provide advice concerning means to ensure integrated development of the education provided by regional school boards, with the participation of all institutions and groups in the region. Other committees were formed to deal with the reorganization of school boards, exceptional cases in connection with the regionalization of education, and the plans to link private schools with public schools.

516. At the college level, the Planning Committee for Pre-University and Vocational Education was formed to make recommendations to the Ministry concerning the organization of these types of education. In addition to this committee, the Colleges Office was established as a liaison organization

between the Ministry and groups or institutions concerned with the organization of comprehensive college education.

517. Insofar as higher education was concerned, one group is particularly deserving of mention. The Research and Development Group presented a report on the organization of education and research in the universities of Quebec, and on the establishment of new institutions of higher learning.

518. Finally, in the area of adult education, the Planning Committee for Continuing Education was created by the Ministry in November 1966. The main responsibility of this committee was to prepare overall ministry policies for adult education, indicating in particular the educational needs of adults; to determine priorities; and to ensure the most effective utilization of available funds. Another committee began a study of academic and vocational information and guidance for adults. The objectives of this committee were to define the respective responsibilities of those involved in adult education and to point out ways and means as to how to best select and guide these individuals. The purpose of the Working Committee on Vocational Training for Adults was to arrange vocational training courses to make it possible for workers either to obtain a complete basic vocational training or to improve their skills. With the goal of an education system "for people who will be continuously learning", Operation Départ proposed that an inventory of educational resources and adult education needs be conducted throughout Quebec. Within the scope of this operation, each region was to undertake its own research and implement changes according to its own plan.

## 2. Interim Mechanisms to Effect Reforms in Teaching Methods and Curricula

519. A Regional Office to provide guidance and assistance to instructional workshops was established in December 1966. These workshops, formed in accordance with Regulation No. 1 of the Ministry of Education, were designed to effect wide-ranging changes in instructional methods and materials. They were composed of parents and those teaching personnel involved in implementing Regulation No. 1.

520. The Teacher Training Planning Committee had the difficult task of determining the most suitable means to ensure the professional training and continual upgrading of teachers. As for the Teacher Training Committee, its task was to make recommendations to the Ministry on the accreditation of institutions and the conditions governing the awarding of teaching permits. The Office for Coordination of Teacher Training Institutions coordinated the activities of these establishments within the context of the reform, and the Committee for the Examination of Teaching Qualifications established the general structure of teacher qualification examinations.

521. Another office was established to carry out experimental projects. At the end of 1965, when the SEMEA project was conceived, the Ministry of Education had been in operation for only eighteen months. Regulation No. 1 of the Ministry had just been issued, which dealt with the need for individualized instruction, and proposed to abandon classification by grade and replace this system with a grouping by chronological age. SEMEA (Training Program on Pupil-Centered Education Techniques) was designed to encourage

elementary schools to initiate instructional innovations and involved several thousand persons (teachers, school principals and program directors). In 1968, the REPERES project was undertaken to test a curriculum guideline for the training of elementary teachers, and to encourage local and regional experiments within teacher training centres.

522. In addition to these committees, there was the Instructional Research and Development Planning Committee and the Study Committee on Educational Radio and Television.

523. In the adult education sector, Operation SESAME (Specialized Adult Education Sessions sponsored by the Ministry of Education) was a research project on program development and teaching methodology in adult education. Operation TEVEC was a pilot project on the use of television in adult education.

### 3. Conclusion

524. From the outset of the reform, participation came about principally because of the minister's willingness to involve the public. His policy consisted of having the community participate by taking part in the work of various committees. These committees could be considered places of information and arbitration, channels for communicating the views of interest groups and places for learning about participation.

525. For the most part, the atmosphere was one of action. A point had been reached where it was time to act swiftly. The Parent Report had become a sort of "Bible". And, within this climate of action, a certain degree of participation had developed. The new direction for education, as defined by The Parent Report, and the atmosphere of action surrounding it made it possible for a large number of Quebec citizens to become involved in the educational reform. Although it is not easy to evaluate the extent of the participation achieved, information exchanges and consultation definitely took place, involving a large number of citizens and educational specialists. In the regional school planning committees, representatives of the Ministry motivated hundreds of persons who showed an interest in this new project. At the Colleges Office, each region prepared a brief describing its resources and needs. In Operation Départ, all school boards submitted their reports and in this way sensitized many people to adult education problems. This was also the case with SEMEA and the instructional workshops, which brought teachers and parents together to work on pedagogical reform.

## C. Participation through Permanent Mechanisms Designed to Ensure Continuous Democratization

526. During the decade between 1964 and 1974, a whole series of participatory mechanisms were created to make the directions, objectives, strategies and general policies related to education an integral part of Quebec society.

527. With the intent of democratizing the role of the Minister and the Ministry of Education, a commission was formed within the National Assembly, and two councils and another commission were set up to advise the Minister and the Ministry. These commissions and councils were forums for the opinions and preferences of the agencies and groups involved and citizens in general. Their role was to advise the Minister and the Ministry. In return, they protected the Minister and the Ministry from over-ambitious political and bureaucratic designs.

528. In the early part of the decade, the Ministry established a number of temporary participation mechanisms designed to encourage agencies, groups and citizens to become interested in developing a complete system of educational institutions from kindergarten to university. Moreover, in accordance with recommendations made by The Parent Report, participation became an integral part of this system, as, in time, permanent mechanisms were established whereby agencies, groups and citizens interested in education had the right to voice their opinions regarding directions and specific objectives of education, as well as program organization and administration.

## 1. Permanent Participatory Mechanisms within the Centre of the Education System

529. In creating the Ministry, Bill No. 60 established at the same time the Superior Council of Education, which advises the Minister on elementary, secondary. college, higher and adult education.

530. At the end of 1967, the Interim Commission on Education in the National Assembly was formed; on March 12, 1972, it became the Commission on Education, Cultural Affairs and Communications.

531. On December 18, 1968, the Council of Universities and Private Education Advisory Commission became advisory bodies to the Ministry, in the areas of higher and private education.

532. According to Articles 28, 4 and 6, respectively of the Acts concerning the Superior Council of Education, the Council of Universities, and the Private Education Advisory Commission, the Minister must consult these advisory bodies on specific matters also stipulated in these acts.

### Parliamentary Commission on Education, Cultural Affairs and Communications

533. During the teachers' strike in the elementary and secondary schools at the end of 1966 and the beginning of 1967, the Premier of Quebec formed and convened an Interim Commission on Education in order to study Bill No. 25, which ensured the right of every child to an education and established a collective bargaining system for education. This bill was adopted February 17, 1967. The above-mentioned Commission was called into session several times between 1967 and 1972, either to study the Ministry's budget estimates and important bills, or in crisis situations.

534. The members of any permanent commission are chosen by the Commission of the National Assembly in proportion to the numerical strength of the various political parties. The commissions elected deal only with matters within their jurisdiction, such as the estimates, bills and regulations they draft, and any other matter which the Assembly may submit to them. When the examination of a matter submitted to a full commission is completed, the chairman of the commission makes a report to the president of the National Assembly without the commission or the Assembly being consulted. In the case of a bill, the report includes the text of the bill as adopted by the commission. The report is then submitted to the National Assembly without debate or amendment. The third reading of the bill is set for the following session. When a matter other than a bill is submitted to an elected commission, its report is tabled in the Assembly.

535. The Permanent Commission on Education, Cultural Affairs and Communications has, since 1967, enabled the members of parliament for the Opposition to ask the Minister of Education for explanations regarding the allocation of Ministry funds and for a justification of the annual public outlay for education.

536. This Commission has been called into session in crisis situations such as the teachers' strike of 1966-67, the crisis concerning the French-language schools of St. Leonard in 1968 and the student unrest of that same year. The Commission allowed members of the Opposition, agencies, groups and citizens in general to express their points of view. In this way, an objective picture of the situation resulted, compromises were struck, and interim, if not permanent, solutions were found.

537. Basically, the Commission has enabled the Minister to establish contact with agencies, groups and citizens without attempting the impossible task of personally meeting with each one. Thus the Commission expedited matters for him, leaving him more time to devote to his other responsibilities. The Minister of Education as a rule attaches great importance to the Commission.

538. During the Commission's first years of operation, there was little participation by agencies, groups and individual citizens. Gradually, however, interest in the work of the Commission grew among these groups, as well as among the press. During the debate on the bill concerning the educational reorganization of Montreal Island, no less than 200 briefs were submitted. Before submitting their briefs, the organizations and groups concerned held study and information sessions with their members. Lastly, the press informed the public about the content of the debates of the Commission.

539. According to some, the divergence of opinions and desires regarding educational issues pointed up the fact that it would be preferable to have the Commission, rather than the Legislative Assembly, be the place of public debate on bills when crucial issues concerning the entire population were involved. Others expressed the wish that the Commission would become more mobile, in order to achieve greater participation at the regional level, thereby enabling a larger number of agencies, groups and citizens to express their opinions and ideas on bills or other educational issues, when warranted.

## The Superior Council of Education

540. The Act establishing the Council came into effect on May 13, 1964. The Council is composed of 24 members, of which at least 16 must be Catholic, at least four Protestant, and at least one neither Catholic nor Protestant. Twenty-two members are appointed by the Lieutenant-Governor in Council after consultation with the religious authorities and the associations or bodies most representative of parents, teachers and school-board members.

541. The duties of the Council are to give its opinion to the Minister of Education respecting the regulations that he is required to submit to it; to give its opinion to the Minister on any matter that he refers to it; and to transmit to the Minister, who shall communicate it to the Legislature, an annual report of its activities and the state and needs of education.

542. The powers of the Council are to invite opinions, and receive and hear the petitions and suggestions of the public in matters of education, and to make recommendations to the Minister on any matter relating to education, and to cause to be carried out such studies and research as it deems useful or necessary for the pursuit of its objectives. The Council may hold its meetings at any place in the province; it must meet at least once a month.

543. Moreover, the Council examines the regulations which the Minister must submit to it concerning the classification and nomenclature of schools and other educational institutions, and of the diplomas conferred by them; the curricula, examinations, diplomas, teaching certificates and qualifications of teaching personnel, for all subjects, except those leading to a university degree, and private education not leading to a diploma conferred under the authority of the Minister (the former are under the jurisdiction of the Catholic and Protestant Committees of the Superior Council of Education); the coordination of education in all grades; and the standards for territorial division and the equipment of educational establishments administered or subsidized by the province.

544. At the request of the Minister, the Superior Council of Education has often given advice on regulations pertaining to the development of elementary, secondary, college, and adult education. However, it may also submit its views to the Minister on its own initiative. In 1970-71, out of 19 recommendations transmitted to the Minister, most had not been requested by him. In 1973-74, however, out of seven recommendations transmitted, only two had not been solicited.

545. Since 1964-65, the Council has submitted an annual report to the Minister on its activities and on the state and needs of education in general. Three annual reports have drawn the attention of the general public because of their timeliness and the nature of the issues examined. These include the issue of participation at the institutional level (1964-65), teacher training (1965-66, 1966-67), and the educational process (1969-70).

546. At the request of the Minister, in the fall of 1973, the Council undertook a study into the state and needs of college education in Quebec. The committee formed by the Council was to submit its report at the beginning of 1975, and make its findings public.

547. In the view of some, the Council played a visible and critical role in its first years of operation; they cite as examples its study of the comprehensive secondary schools, the reservations it expressed regarding the new institutions at the college level, the urgency with which it advocated a reform of teacher training, and the warnings it issued regarding the shortcomings inherent in the Ministry's consultation process. Conversely, others stated that, for a number of years, the Council maintained a low profile and voiced little criticism. However, now that the education system is well established and the Ministry is well organized, it is felt that the Council's recommendations and studies should be given more publicity. With the appointment of a full-time president in 1974, many anticipated that the Council would have at its disposal highly qualified personnel and more financial resources, and would thus be able to fully exercise the powers given it by law.

548. Other points of view maintain, however, that the Council operates in an ineffectual manner. Suggestions have been made that it be reorganized, that its recommendations more directly affect the area concerned, that it should be an advisory body readily available to the Ministry, as is the case in Sweden where the Planning Council is an advisory body in constant liaison with the Ministry, which does not make any important decisions without first consulting the Council. Finally, it seems that the Council should, to a greater extent, establish its priorities on the basis of public opinion polls. Moreover, these priorities should also be established in cooperation with, and complementary to, the central planning body.

549. In connection with the soliciting of views and the attention given to the public's requests and suggestions regarding educational matters, it should be pointed out that the Council has consulted various groups on several matters. The regional tours made by the Council were very useful and enabled it to take note of the true state of affairs in education, especially in the years immediately following its inception. However, taking into account Quebec's social development, that is to say, its diversity of needs, aspirations and desires, the Council can be criticized for its lack of direct contact with the "grass roots" of the province. According to other views, one of the Parent Commission's recommendations concerning the regional division of the Council's work, to the effect that a regional council for each administrative region should be established, is now, in 1975, even more relevant than in 1964.

550. Furthermore, it would be useful if the studies and research undertaken by the Council were increased, to include triennial status reports on education from kindergarten to college and adult education, and proposals for long- and short-term goals for the different educational levels, based on the ambitions, needs and desires of the student population and local and regional communities.

## The Council of Universities

551. The Act which established the Council of Universities was approved December 18, 1968. The principal function of this Council is to advise the Minister regarding the needs of higher education and university research and to make recommendations to him regarding steps to be taken to meet such needs. It is composed of the president; nine persons from the university milieu, appointed after consultation with the most representative associations in the business and labour fields; the president of the University Research Commission; and two officers of the government. All Council members are appointed by the Lieutenant-Governor in Council upon the recommendation of the Minister of Education.

552. The Council possesses the following powers:

- to study the needs of higher education, taking into account the cultural, scientific, social and economic needs of Quebec, its human and material resources and student enrolment;
- to suggest short- and long-term goals to be pursued to ensure the development of higher education, and to revise such goals periodically;
- to advise the Minister of Education regarding the development of university institutions and the creation of new establishments of higher education;
- to suggest to the Minister the norms which may be adopted as regards standardization of the accounting methods of establishments of higher education;
- to recommend the amount and apportionment of annual appropriations to be made available for subsidies to establishments of higher education;
- to recommend appropriate steps to ensure coordination and collaboration among establishments of higher education, and between higher education and other levels of education;
- to maintain close ties with bodies responsible for research, and to make recommendations to the Minister respecting the development of university research;
- to collaborate in the preparation of laws and regulations respecting higher education and university research;
- to conduct studies and research deemed useful or necessary for the pursuit of its objectives, with the authorization of the Minister.

553. A University Research Commission was formed as an advisory body; its function is to advise the Council on any matter relative to university research in Quebec. With the authorization of the Minister, the Council may also establish committees, including technical advisory committees and special committees, and determine the composition of such committees and the term of office of their members.

554. The Council of Universities must meet at least six times per year. Furthermore, not later than June 30 of each year, the Council must submit a report on its activities to the Minister. This report is presented to the National Assembly if it is in session, or if it is not, within 30 days of the opening of the next session.

555. Previous to the establishment of the Council of Universities, the universities had demanded guarantees which they could not obtain from the Superior Council of Education. They therefore requested that a body be created which the Minister must consult, particularly on budget allocations payable to the universities each year, and which would submit an annual report on the development of the universities and make this report public.

556. The Minister of Education seeks the advice of the Council of Universities on any matter relating to the development of higher education. The Council's opinions and recommendations, in turn, are fairly representative as nine persons delegated by the university authorities, faculty and student body sit on the Council. Moreover, it benefits from the input of the four representatives from the socio-economic sector (business, labour unions, etc.) who sit on the Council. However, criticism is still voiced regarding the absence of community or individual representation.

557. On its own initiative, the Council has submitted advice on matters of limited scope and, at the request of the Minister, it has given advice on various specific issues. It has made recommendations to the Minister regarding the amount of money allocated annually for university grants, after examining the annual operating and capital budgets.

558. The Council published a study recommending a model for higher education which would be suitable for Quebec within the North American context. This study suggested a central development plan for each component of the system, such that each would complement the other. Moreover, it presented goals to be pursued in higher education, as well as general guidelines for universities. At present, the Council is updating these studies, and adding a survey on university training programs and research. The Council has also undertaken studies dealing with issues which by their very nature will have long-term effects, for example, the principles of continuing education at the higher education level, and teacher training at the universities.

559. The Council of Universities encourages the involvement of the universities by inviting their comments on important policy issues under examination. It also asks the universities to participate regularly on committees working on problems being examined by the Council.

560. The Council is closely attuned to the basic concerns of both the Ministry and the universities, and subjects them to analysis on the basis of their long-term implications. The Minister, for his part, has always taken pains to consult the Council, which in turn allows him to explain his policies and decisions fully.

561. In the view of many people, the Council has made a remarkable effort to coordinate university activities more effectively and to make the universities less isolated from one another. Such coordination was highly desirable, as human and material resources in Quebec are limited and need to be integrated.

### The Private Education Advisory Commission

562. This Commission was formed in accordance with the Private Education Act, which was approved December 18, 1968. It is composed of nine members appointed by the Lieutenant-Governor in Council, upon the recommendation of the Minister; at least six members are appointed after consultation with the groups most representative of the directors, teachers and parents of private education pupils. The Commission's function is to make recommendations to the Minister regarding the status of private education institutions.

563. Not later than December 1, of each year, the Commission must submit a report to the Minister on its activities for the preceding school year. This report must include in particular a list of the applications for permits or renewals and, in each case, the advice of the Commission and the reasons therefor; and a list of applications for recognition for purposes of grants and, in each case, the advice of the Commission and the reasons therefor. The report must also contain any information the Minister may prescribe. The report is tabled before the National Assembly if it is in session or, if it is not, within 30 days of the opening of the next session.

564. The Commission has played a role complementary to that of the Accreditation Office - Courses and Institutions, which had been responsible for the administration of the Private Education Act adopted in December 1968. In brief, since its inception, the Commission has transmitted recommendations to the Minister, and submitted an annual report containing a list of applications for permits or renewals and for grants to private institutions, as well as a list of petitions for declarations of public interest submitted by private institutions.

565. On February 17, 1970, responsibility for administering the Private Education Act was entrusted to the Private Education Service of the Ministry. According to the Act, the functions of this service include issuing regulations, awarding grants, protecting the welfare of students, and supervising private education, with the assistance of information on educational innovations, of mechanisms for self-evaluation and of support for the application of policies developed and implemented in the public sector. There is close cooperation between the Commission and the Private Education Service.

## 2. Conclusion

566. The Standing Orders of the National Assembly adopted March 24, 1972, and the Acts concerning the Superior Council of Education, the Council of Universities, and Private Education have made it possible, in legal terms, to democratize the general directions, objectives, policies and strategies of education to a certain extent. The early years of these advisory bodies constituted a sort of trial period for them, during which they underwent a learning process, and developed a tradition of consultation and participation.

567. During the last decade, social evolution in Quebec was rapid, and new situations developed in response to both new needs and new hopes. Moreover, the citizens claimed their right to express their opinions and preferences. They wished to take on the commitments and assume the responsibilities corresponding to their rights and duties. Some felt that the various advisory bodies could be more effectively used, and that these bodies should be reorganized in order to make them a more integrated part of the diversified social pattern of Quebec. This view primarily applied to the Superior Council of Education, which, it was felt, could be improved to encourage a greater number of agencies, groups and citizens to become involved in the debates and choices connected with education.

568. Certain people have expressed the view that responsible involvement necessarily presupposes that the organizations, groups and individual citizens concerned are informed about their rights and duties; that the "rules of the game" are defined; and that mechanisms for communication are established. The latter are necessary in order that a continuous exchange of information occurs on the needs, hopes, points of view and preferences, as well as on the resources available in the community, the choice of approaches, the objectives, the policies, and the general strategies of education. All these conditions being met, it should be possible to approach a given educational proposal in a systematic manner and to adapt it as necessary in light of Quebec's social and economic development.

## 3. Permanent Participatory Mechanisms at the Local Level of the Education System

569. Locally, participation has been institutionalised at every educational level by means of permanent participatory mechanisms whereby students, parents, teachers, administrators, and in some instances, other educational personnel and representatives of social and economic groups can influence decisions made by advisory bodies, or have a voice in decision-making through intermediary bodies with decision-making powers or consultative functions.

570. At the elementary and secondary levels, these participatory mechanisms are the School Trustees' Council - the decision-making body, and the School and Parents' Committees - the advisory bodies.

571. At the college level, the Board of Directors and the Academic Council are the two mechanisms through which participation in the decision-making process is ensured: the former is a decision-making and the latter is an advisory body.

572. The Act which created the University of Quebec, passed December 18, 1968, provided for a Board of Governors, an Academic Council and a Planning Committee as participatory bodies in the decision-making process within the University of Quebec itself. Within the constituents of the University, the Board of Directors, the Academic Council and the Modules Council are the principal participatory bodies. The charter of Laval University, approved December 8, 1970, provides for a University Council, an Academic Council and a Faculty Council as the principal participatory mechanisms.

573. Finally, the Administrative Committee and the Executive Committee are the principal participatory mechanisms of the Multi-Media Adult Education Program approved by the Executive Council December 2, 1970. Regional and local committees now form an integral part of the participatory structure of the Multi-Media Program.

## At the Elementary and Secondary Level

574. One of the general objectives of the Act Respecting the Regrouping of School Boards (Bill No. 27, 1971) was to increase the participation of the general public, particularly parents, in determining guidelines for school life. The mechanism chosen to ensure better administration of the school boards through citizens and parent participation was the School Trustees' Council. As a decision-making body, it is supported by an Executive Committee, which handles routine administrative matters; an advisory school committee for each school, composed of parents; and an advisory committee of parents, for each new school board and for each regional board.

### a) School Trustees' Council

575. School trustees are elected on the basis of universal suffrage. Any Canadian citizen at least 21 years of age, living within his school district, entered on the valuation roll for six months, and suffering no legal impediment, may be elected trustee. Any Canadian citizen at least 18 years of age, living in the school district or entered on the valuation roll, and suffering no legal impediment, may cast his vote in the election of the school trustee for the ward in which he resides.

576. For election purposes, the district of each school board is divided into wards; each ward is represented by a trustee and a candidate may not run for trustee in more than one ward. The number of wards is determined according to the number of children registered in the schools of a particular board, as of the preceding September 30. The number of wards is set at 9 for a board with 3,000 children or less, 11 for boards with 3,001 to 5,000 children, 13 for boards with 5,501 to 8,000 children, and 15 for boards with 8,001 or more children.

577. According to a survey done regarding the electoral situation prior to the passing of Bill No. 27 in 1972, the average rate of participation in these elections ranged from 10 percent to 20 percent.[34] In 1971, 87 percent of the trustees were elected without opposition; in 1972, 33 percent of the population took part in the elections, and 62 percent of the trustees were elected by

acclamation. All the trusteeships were renewable that year, except for those on Montreal Island. One-third of the trusteeships were renewable in 1973; 87 percent of the candidates were elected by acclamation and participation barely reached 25 percent. In 1974, 30 percent of the population voted, and 74 percent of the trustees were elected without opposition. These figures indicate that participation in school elections has improved and that the number of elections by acclamation has declined. The author of the survey raised the question of whether or not an election held every three years for all positions would be preferable to an election held every year for one third of the positions. In this way, the interest of the general public could be stimulated to a greater extent. The 1972 elections would seem to lend credence to this theory.

578. Other statements quoted in the same study deplore the insufficient amount of information provided regarding new board guidelines and citizens' responsibilities at the time of the election of trustees. They also point out the almost total absence of an electoral organization for presentation of candidates, of debates on regional and local issues and of guidelines proposed by the trustees for the schools and educational services.

579. According to a poll taken by the Federation of School Boards and quoted in the above-mentioned survey, the principal motivations which bring citizens to the ballot box are a personal knowledge of the candidate, an improvement in school policies (in the case of parents whose children are having academic difficulties), dissatisfaction with the school or the real estate tax, and finally, a sense of social commitment. Those who do not participate in school elections mention that one candidate is no better or worse than another, or that the bureaucrats in the Ministry take away any autonomy the school trustees might have. Lastly, people do not vote due to apathy or ignorance.

580. According to the results of a study recently undertaken on decentralization, based on interviews with trustees, school board directors, and school principals, it appears that the great majority of trustees fail to realise the true school situation.[35] A large number of those approached wonder whether it will be possible to maintain two levels of political control in education over a long period of time, and question the usefulness of the Trustees'Council altogether. Many of those interviewed were in favour of replacing the Council with School Committees, which would have more extensive powers than they presently enjoy. Others mentioned that the existence of trustees helps to counteract the bureaucratic elements in educational administration, and that the Council offers protection from the centralizing tendancies of the Ministry. The undoubted usefulness of the trustees makes the need for re-evaluating their role more imperative than ever, perhaps by means of a training policy or by more effective placement of their responsibilities within the administrative process.

581. Data arising from the same survey indicated that, among the people questioned, those who are most convinced of the usefulness of the trustees also doubt the ability of the latter to assume responsibility for guiding local or regional activities of the education system. Trustees tend to focus on details and operational methods suggested by Ministry officials, instead of attempting to solve overall problems. Thus, the leadership style which was

developed almost obliges the trustees to play the role of a pressure group instead of acting cooperatively with the Ministry.

### b) School Committee and Parents' Committee

582. Before October 15 of each school year, the school principal calls a general meeting of parents whose children have been registered in his school. Within the scope of the regulations, these parents determine the number of their representatives on the School Committee, then nominate candidates and elect their representatives.

583. The School Committee plays the role of counsellor to the school administration and is the parents' leader and spokesman. It is composed of parents, the principal and a representative from the teaching staff; however, the latter two are not entitled to vote or chair the committee. In general, the School Committee meets once a month during the school year and calls a general meeting of parents at least once a year. The functions of the committee are to encourage participation by parents and the community in general in order to improve educational services in the school, to study measures to promote more personal educational services in the school, and to make recommendations to the administration in order to ensure the best possible operation of the school.

584. The School Committee selects its own subjects for study and makes a choice from among the topics brought to its attention by the general meeting of parents and by the school administration. It determines its program of action accordingly. In addition, it maintains relations with various bodies that work within the school, such as the student council or the school council, and may set up sub-committees for research or leadership or call on consultants, for assistance in its work. It submits recommendations to the school administration or to the Parents' Committee, and a report on its activities to the Parents' Committee and the general meeting.

585. The Parents' Committee is an advisory body to the school board. It is composed of the chairmen of the school committees. The functions of the Parents' Committee are to ensure the proper operation of the school committees, to transmit the needs identified by the school committees and to direct recommendations of a general nature, to promote the participation of parents in all school board activities, to designate the members required for the various committees formed by the school board, and to recommend any measure that may improve the administration and management of the schools.

586. Insofar as the two types of committees are concerned, the number of parents on school committees has gradually increased throughout Quebec; the average number of school committee members increased from 10 to 12, totalling 3,000 more members in 1973-74 than in 1972-73. Figures published in the Parents' Committee Information Bulletin of February 1974 show that, for the Catholic School Board of Quebec as a whole, the attendance rate of parents at the meetings held to establish school committees declined 1.4 percent in 1974 by comparison with 1973. However, these same figures show that, in 1974, parent interest in elementary school committees was greater (attendance rate of 52.9 percent) than in secondary school committees (attendance rate of 17.9 percent). The 59 school committee chairmen who form the Parents' Committee meet six times a year; their attendance rate is 70 percent.

587. In its February 1975 issue, the magazine Education-Québec published a survey [36] concerning the types of school activities in which parents participate. Among the activities listed were the following: get-acquainted events, information exchanges, training and support activities, supplementary or complementary activities for students, and official activities involving participation on a consultative basis.

588. According to the authors of the survey, this increase in parent involvement reveals that parents are indeed active in the schools. It also shows that experimentation has been the rule for the school and parents' committees because the format is new and no points of reference exist to guide members.

589. As regards the information and leadership functions, the authors developed the idea of a "ladder of participation", whereby the activities through which parents get acquainted with the school create a climate favourable for other activities designed to provide information, direct support or supplementary and complementary education for students. In the same way, parent information and training activities increase the chances of success for those activities involving consultation and leadership, indirect support and student training. The latter two activities enable parents to gain experience and to make practical recommendations at the level of official advisory and leadership activities.

590. Regarding the consultative function, the authors pointed out that, from now on, the administration must consider the views of those for whom the educational services are provided. If parents feel that their committees are useless because they perform merely an advisory function, it should not be surprising if they refuse to cooperate and discontinue their involvement in consultative activities.

591. There are, however, some obstacles to participation at the elementary and secondary levels. For example, teachers by law cannot participate in the administration of school boards. According to Mr. Guy Rocher, former member of the Parent Commission, the Commission was overly conservative in its approach to this matter and militant unionism can be expected to develop in consequence. He added that teachers have been forced to assume the role of employees confronting their employer, and that this is the price paid for centralizing the negotiation of collective agreements. Other views expressed seem to indicate that the structure is authoritarian at the secondary level; students do not believe that they can influence decisions, although they are interested in discussing educational content and other issues. Still other views reveal that some parents would like to expand their present consultative roles, and be more directly associated with the decision-making process.

### At the College Level

592. A college is a corporation as defined by the Civil Code and may therefore exercise all general and special powers granted to it by the General and Vocational Colleges Act. These powers and rights are exercised by a board composed of members of the college. The Board of Directors of a CEGEP has 19 members, two of which, the principal and the academic dean, are automatically members. In general, the other members are appointed for a three-year term by the Lieutenant-Governor in Council, and include four professors chosen by their colleagues, four parents selected by those present at the general meeting, two students nominated by their peers, five representatives

from social/business organizations of the region in question, and two persons designated by the other Board members. The Board subsequently forms an academic council whose main function is to advise it regarding the organization and development of instruction and appointments to positions in academic departments. At least three members of this council must be professors who have been chosen by their colleagues.

593. The CEGEP's Board of Directors is composed of individuals representing the entire local community, including social and business groups, students' parents, administrators, professors, and students. Despite this, some people deplore the community's nominal representation on the Board and the absence of an adult education representative. Others feel that governmental influence predominates the appointment procedure for Board members.

594. At the time of the CEGEPs' creation, the Board of Directors was quite an active body. Students, professors, administrators, parents and community representatives participated in the work of numerous advisory committees. However, the original impetus gradually diminished and participation broke down due to the comparative centralization of decision-making in the Ministry of Education as regards, for example, professors' salaries and working conditions. In response to this, external centralization occurred as regards decisions made by the Board of Directors. Given this situation, internal conflict developed, dependent upon the extent to which activism and cooperation existed among students, professors and administrators in opposition to the Ministry as regards decisions taken there, and to which cooperation existed between students and professors opposed to the administrators regarding decisions taken by the Board. At present, participation is very limited indeed because of this twofold centralization of the decision-making process, at the Ministry on one hand, and at the CEGEP Board of Directors on the other.

595. According to various views, the true essence of participation lies in internal democratic structures. For several years, committees have been relocated at the actual working level in order to meet this desire for internal democratization. Now it appears in some CEGEPs that experiments with regulations are being made by degrees, in order to specify those sorts of decisions which can and should be made at the grass-roots level. For example, certain decisions could be made by students through a department council, approved or rejected by professors at the departmental level proper, and then transmitted through the appropriate channels to the administration. This process assumes, however, that the administration would agree not to take all decisions itself.

596. One obstacle preventing parent participation at the college level is the fact that a great number of them are not familiar with the sort of education provided at this level, having reached only the elementary or, at most, the secondary level themselves. Thus, if an attempt is made to establish a possible level of parent involvement, it would be in the area of educational activities, where they would be most interested and concerned. It should be evident that those parents who are elected to the Board are there because of their personal interest in the field of education or their professional competence in terms of educational administration.

597. Since the student unrest in 1968, there have existed very few representative student associations. The majority of students are quite indifferent toward involvement. It is increasingly difficult to find students who wish to represent or speak for 2,000 - 5,000 of their colleagues.

598. Thus, student participation would seem to be most properly and effectively situated in the area of their daily concerns, i.e. in the areas of learning and training where they are directly affected by decisions taken. Two CEGEPs are presently experimenting with the module setup in existence at the University of Quebec, a setup which enables students to participate in decision-making concerning their learning and training programs.

## At the University Level

### a) The University of Quebec and Its Constituent Universities

599. The Act which established the University of Quebec was passed December 18, 1968. The University's rights and powers are exercised by the Board of Governors, which is composed of the following members: the president of the university; the principal of each constituent university; no more than three of the principals of the research institutes and superior schools; five other persons, three of whom belong to the faculty of constituent universities, research institutes and superior schools, and two of whom are students; three persons from business and labour; and at most four vice-presidents (academic affairs, research, planning, administrative and financial affairs).

600. The Board of Governors may make general by-laws applicable to the constituent universities, superior schools and research institutes; they become effective on the date of their official publication in the Quebec Official Gazette. The daily administration of the University is under the jursidiction of an Executive Committee which also exercises such other powers as are assigned to it by by-law of the Board of Governors. It is composed of the president of the University and not fewer than three but not more than six persons appointed by the Board of Governors from among its members. It prepares the general by-laws applicable to the constituent universities, superior schools and research institutes.

601. The rights and powers of a constituent university are exercised by a board of directors appointed by the Lieutenant-Governor in Council, which includes the principal and two three-year appointees, chosen after consultation with the faculty, and having responsibility for supervision of instruction, or of research, at the constituent university. In addition, there are three professors of the constituent university designated by the faculty of the particular university and appointed for three years; two students of the constituent university nominated by the students of the particular university and appointed for one year; one person, appointed for three years, chosen from persons recommended jointly by the general and vocational colleges in the territory served by the constituent university; and a maximum of four principals designated by a majority of the board of directors. Finally, three other persons are appointed for three years upon recommendation of the Board of Governors of the University after consultation with respresentative associations of business and labour.

602. The daily administration of a constituent university is under the jurisdiction of an executive committee which also exercises such other powers as are assigned to it by by-law of the board of directors of such university. This committee is composed of the president and no fewer than three, nor more than six, persons appointed by the board of directors from among its members.

603. The board of directors establishes an academic committee whose principal duty is to prepare the internal by-laws concerning teaching and research. These by-laws are subject to the approval of the board. In addition, this committee may also submit recommendations respecting the coordination of instruction and research. It is composed of the principal; the vice-principal for academic affairs and research; the dean of advanced studies and research; the dean of undergraduates; six professors selected by the faculty, of whom three are connected with the administration of instruction or research; and six students chosen by the student body. This committee is responsible for the planning, development and preparation of internal by-laws concerning teaching and research.

604. The main innovation which the organization of the University of Quebec brought about was the replacement of the traditional faculties with a twofold structure of departments and modules. The responsibilities of the module are exercised by the Module Committee (the Committee members or the Committee chairman, depending upon the case). The Module Committee is composed of a given number of professors, among whom is the chairman and an equal number of students and persons from outside the university.

605. A series of related modules make up a family. Each family is under the authority of an assistant dean.

606. The Board of Governors, the Academic Council and the Planning Committee are the central decision-making bodies of the University of Quebec. These participatory mechanisms are actually operational, whereas participation at the higher echelons exists merely in theory. Thus, the objective of providing a means to involve students, professors, administrators and socio-economic groups has been achieved.

607. Involvement of all members in the decision-making process of the Board of Governors occurs mainly in connection with the crucial issues which seem to concern members most. However, the main obstacles to involvement seem to be ignorance of the various participatory mechanisms, lack of leadership and finally, the feeling that participation is useless because the decisions have already been made by the Executive Committee. As a solution to this problem, some people suggest that meetings be chaired by a representative of the business world. On the other hand, the complexity of modern organizational structures makes participation difficult, even for a person who is accustomed to participating in highly technical matters such as accounting policies, the development of new institutions and their involvement in the community, and the evaluation of education.

608. The Board of Directors, the Academic Committee and the Module Committee are the participatory mechanisms within the constituent universities. It seems as though these are functioning mechanisms; thus, the objective of physical participation has been achieved. In fact, the Board of Directors, which is the decision-making body, is composed of representatives of the administrators, professors, students, CEGEPs in the region served by the university, and the most important associations in business and labour. The Academic Committee is composed of four representatives of the administration, and a majority of professors (four) and students (four). Finally, the Module Committee includes an equal number of members of the faculty and student body, and a few persons from outside the university. According to some statements, a Family Committee should have been formed as a participatory mechanism between the Academic Committee and the Module Committee, as the former makes most of the decisions.

609. Members of the faculty can express their views through various decision-making and advisory organizations. They participate directly in the operation of the entire educational environment. They are entitled to examine courses and course outlines, discuss evaluation and the quality of instruction. Not surprisingly, involvement is greatest at this level. However, there are often conflicts between professors and administrators. It is not always easy to reach a consensus when administrative and pedagogical efficiency must be reconciled.

610. From both a qualitative and quantitative point of view, it seems to be most natural for students to participate in the work of the Module Committee; here they can influence instructional and administrative decisions. In practice, perhaps 60 percent of the modules function adequately. At this level too, it is the complexity of the organization and the type of decisions to be made which limit student participation. Moreover, 50 percent of the students attend university in the evening and take only one or two courses, thus it is difficult for them to participate. There are some Module Committees which meet only twice a year. Module Committees seem to deal superficially with real issues such as program development and general educational guidelines for the specific institution. Often, discussion is confined to details such as the price of meals, tuition fees, etc.

### b) The Other Universities

611. After the student demonstrations of 1968, the other universities in Quebec - at least those of Laval, Montreal and Sherbrooke - set up study committees: the Roy Commission on the reform of Laval University, the Deschênes Commission of the University of Montreal and the Committee for Structural Reform of Sherbrooke University. The recommendations made by these commissions or committees gave rise to profound changes in the participatory mechanisms of these universities, to a new charter and new regulations. For example, the charter of Laval University was approved by the National Assembly of Quebec on December 8, 1970 and issued by the Lieutenant-Governor in Council September 1, 1971.

### c) The Example of Laval University

612. The president of Laval University is elected by an electoral college composed of administrators, professors, students, non-teaching personnel, and representatives of socio-economic organizations. The rights and powers of the university are exercised by a Council which is composed of 21 administrators, 15 professors, 3 members of the professional and support personnel, 8 representatives of the student body, and 4 administrators who act in an advisory capacity, without the right to vote. The meetings of the Council are public or closed depending on the decision of the Council and the circumstances involved.

613. An executive committee ensures the implementation of Council policies and decisions and the daily administration of the university, and exercises all other powers conferred upon it by the statutes. It is composed of the president, the vice-presidents, the secretary general, and four Council members appointed by the Council for two years (or for the remainder of their term of office as Council members, provided their term will expire in less than two years).

614. The Council forms different committees and gives them the responsibility for the examination and study of specific problems connected with the management and administration of the university. Five committees are permanent bodies: the Academic Committee, the Research Committee, the Administrative Committee, the Student Affairs Committee, and the Expansion Committee.

615. The Faculty Council makes recommendations on all matters which concern it, especially teaching and research. Faculty Council membership must include at least the dean and the secretary of the faculty, six faculty members elected for two years by the Assembly of Professors, and six students, of whom three are graduates and three undergraduates elected for one year by the appropriate Student Assembly.

616. A department head is appointed for three years by the Council upon recommendation of the dean, and after consultation with the faculty and students. He must consult the faculty on all questions of importance, particularly on hiring. In addition, he must consult the students regarding problems which are of direct concern to them.

617. Following the student demonstrations of 1968, and recommendations made by various study committees, the other universities of Quebec reorganized their participatory mechanisms. At Laval University, the University Council, the Academic Committee and the Faculty Council are the main participatory bodies provided for by the new charter.

618. Each of these mechanisms established de jure participation by the important groups involved in Laval University policies and educational objectives, in terms of administration and teaching. Representatives of the administration, faculty, non-teaching personnel, and socio-economic groups serve on the University Council; representatives of the administration, faculty and student body serve on the Academic Committee and the Faculty Council; and, at the department level, the director must consult with the professors and students before taking specific decisions.

619. Some people feel that there are too many advisory bodies. This creates a situation where there is little valuable participation because certain members of these committees, for example the professors, do not have sufficient time for preparation. Thus the participatory mechanisms tend to become "pressure" or activist groups, instead of cooperative organizations for the purpose of making decisions which will benefit the university.

620. On the other hand, it seems that the administration does not provide leadership conducive to innovation. Administrators function in terms of management rather than teaching or research. Therefore, a gap is created between the administration and the other important groups (i.e. professors and students). Participation requires certain fundamental qualities on the part of administrators: self-confidence, competence, a capacity for sociological analysis, etc., which, unfortunately, not all possess.

621. At the university, as at other educational levels, people have a certain distrust of advisory bodies or consultative participation. Comparative centralization of decision-making exists at the level of the senior decision-making body in the sense that the University Council ratifies all decisions made by the executive committee.

622. At Laval University, democratization seems to exist in legal terms insofar as physical participation of the main groups involved in the participatory mechanisms is concerned; however, the process of democratizing the institution internally, which would permit true participation, still remains to be accomplished.

623. Some conditions appear to be fundamental to the achievement of effective participation. People have become disenchanted with advisory participation; they wish to be involved only if they can assume responsibilities directly related to the decisions to be taken. This would entail a redistribution of decision-making powers from top to bottom, that is, from the classroom through the department and the faculty up to the University Council. In other words, the decentralization of the decision-making process would mean that the University Council would have to respect decisions made at lower levels, if they were solidly based. The Council would concern itself with critical decisions on specific, important situations. To arrive at effective democratization, the decisions to be made at each level would have to be very clearly specified, from the classroom to the Council. This would require an equally clear specification of objectives to be pursued and results to be obtained at each level.

624. Finally, for some people, participation in decision-making implies support services of a certain type in terms of communication for each of the mechanisms involved; for example, a secretariat and resource persons would be necessary at the level of the University Council such that pertinent information on matters about which a decision is to be taken could be provided.

## At the Level of the Multi-Media Program for Adult Education

625. On March 10, 1971, the Lieutenant-Governor in Council approved Order-in-Council No. 905. After experimentation with various administrative mechamisms which even then involved students in the management of a program of primary importance to them, Order-in-Council No. 298-74 of January 10, 1974 was approved to replace that made March 10, 1971. The Administrative Committee of the Multi-Media Program is responsible for guiding, organizing and administering the program in conformity with the general policies of the Ministry of Education.

626. The Administrative Committee was reduced from 19 to 9 members, a move which made its operation more efficient. Program users were given majority representation by having the five chairmen of the various regional committees sit on the Committee. Furthermore, the chairman of the Committee is elected from among these five persons. The decisions made by the Administrative Committee are executive in nature, as it makes recommendations to the Minister but the Ministry may not make recommendations to the Committee. These changes were effected due to demands made by program users and the various agencies involved in the Multi-Media Program, such as the Institut canadien d'éducation des adultes. The Coordinating Committee, which replaced the Executive Committee made similar changes in that it introduced co-management by having two representatives of program users, one representative of the Ministry of Communications, and a program coordinator. The former Executive Committee had been composed of three representatives of the Ministry of Education, two representatives of the Ministry of Communications and two representatives chosen from among those responsible for continuing education at the school boards, and from among program users.

627. In December 1971, the first efforts were made to introduce participatory mechanisms; by September 1972, these were operational. These new mechanisms include regional committees. A local committee is formed when six or seven working groups are in operation. Each local committee is composed of group representatives; this formula would appear to be highly flexible. Group leaders work with the local committees in order to avoid creating undue dependence on the working groups. In 1973, about 5,000 people were involved in these working groups.

628. In 1974, the Multi-Media Program broadcasted 90 programs on health, consumer issues, living conditions, the world of labour, and agriculture. Working groups concerned with these topics were set up almost everywhere. The magazine Multi-Media, which complements the program, is sent to anyone wishing to receive it.

629. The Multi-Media Program is, however, still in its infancy. The proposed educational model basically works well. People learn about subjects relevant to their situations, needs and problems. The use of the Multi-Media Program for educational purposes is thus growing slowly among various groups of people.

### 4. Conclusion

630. The establishment of participatory mechanisms within educational institutions was one of the general objectives underlying the bills and orders-in-council which created a complete system of institutions at the elementary, secondary, college, university and adult education levels. Those who prepared the legislation provided for fairly adequate representation from all groups which might be interested in education at any level. With very few exceptions, there are representatives of each group on every mechanism. Thus, legally, a certain degree of democratization has been achieved by the establishment of these participatory mechanisms.

631. The two and a half years during which the new trustees' councils and school and parents' committees have operated have led to a revival of democratic practices, such as school elections by universal suffrage, the exercise of decision-making powers, with its conditions, constraints and limits, and the possibility of influencing the power of decision. These years also enabled parents to use their creative abilities, to be of genuine use to the school and help with its improvement, and to become aware of the complexity of the school, the lines of power and the standards and regulations inherent in the education system.

632. The participatory mechanisms established at the college and university level seem to be operating smoothly. They have been in existence for different periods of time ranging from four to seven years and this time has constituted a valuable learning period in participation on a consultative and decision-making basis. At present however, interest in purely advisory participation is somewhat low. Certain CEGEPs and universities seem to be experimenting with formulas which will transfer decision-making to those who will execute the decisions, that is to say, from the Board of Directors or the University Council to the classroom. Such an innovation seems to be creating a more favourable attitude toward community involvement in institutions at these two educational levels.

## D. General Conclusions

633. The architects of Quebec's educational reform were very responsive to recommendations made by The Parent Report regarding the democratization of the education system by means of the greatest possible participation of all organizations, groups and persons concerned. One of their objectives was to encourage active participation of the general public by gradually relocating the decision-making centres. For this reason, interim advisory committees were formed to plan and construct a complete network of educational institutions ranging from the kindergarten to the university level, including adult education, and to modify existing programs and teaching methods. In brief, this period was one of awakening interest and learning, both for the Ministry and the public, as no significant tradition of participation had existed in Quebec up to that time.

634. A further objective of the Ministry was to facilitate equality of access to decision-making centres in order to ensure the participation of educational agencies, social, economic and cultural groups, and the general public in the process of continuous democratic guidance with respect to the general directions, objectives, policies and strategies in education. To

this end, the Ministry established a general policy designed to ensure participation on an advisory basis. Specifically, it established permanent participatory mechanisms at the centre of the education system - the Superior Council of Education, the Commission on Cultural Affairs, Communications and Education, the Council of Universities, and the Advisory Commission on Private Education. Application of this policy thus resulted in a certain degree of democratization, in legal terms; it is possible that inequalities diminished in direct relation to increased access to decision-making centres. On the other hand, both geography and social conditions separated these advisory bodies from the different regions of Quebec, particularly the remote or economically disadvantaged areas, as well as from various cultural groups, including urban and rural underprivileged groups, Inuit and Indian peoples, etc.

635. A third objective of the Ministry may be defined a posteriori as that of facilitating equal opportunity to influence the decision-making process at the local level. This goal was reflected in a policy of participation on an advisory and decision-making basis designed to ensure the involvement of students, educational specialists, and social, business and cultural groups in a process of continuous democratic guidance of the general directions, objectives, strategies, and policies of the education system. The result of this policy was a certain amount of legal and institutional democratization at the local level. In some instances, participatory mechanisms provided a valuable learning process; in other cases, democratic practices were revived. At the local level, there now exists a willingness to participate in an advisory and decision-making capacity. A clarification of topics and issues for decision is being sought, and a desire has developed to bring decision-making powers into close proximity with the centres where the various individual and collective learning and training projects are planned, implemented and evaluated. To achieve this end, local groups are demanding a decentralization of decision-making powers. Within the context of the decentralization of decision-making powers already effected, certain general policies favour greater equality of opportunity to influence the decision-making process at the local level. Such policies include provision for general administrative and financial decentralization, support for a dynamic and participatory system of planning, and support for participatory management methods based on objectives. These policies will ultimately have to be defined in light of the requirements and obligations which go hand in hand with the political responsibility of the provincial government.

## CONCLUSION

### A. Summary

636. An overall conclusion to this Review of Educational Policies in Quebec involves, necessarily, a reiteration of those conclusions arrived at in the four preceding chapters. In this way, a total picture of Quebec's democratization process in education can be presented.

637. Basically, the Review was undertaken to provide an overview of Quebec's present education system, and to explore the nature of the concept which directed the reforms of the last few years.

638. The concept guiding Quebec's educational reform was the democratization of education, which was in fact threefold:

- to make educational facilities more accessible;
- to adapt these facilities to the plans and needs of both the individual and the community;
- to encourage the individual's participation in determining the direction education should take.

In the course of the Review, the various policies and practices which figured largely in the educational reform of the last decade were identified and described. A certain evaluation of results was also attempted, using various methods suited to the particular aspect of democratization under discussion. The chapter dealing with educational accessibility incorporated data regarding school attendance. However, in the chapter dealing with the adaptation of education to individual and community needs, it was difficult to arrive at an accurate evaluation of the success or failure of a system designed to provide more effective and democratic education. Instead, it was decided to review the educational changes which were deemed necessary, to describe the various means undertaken to implement these changes, and to indicate a few problematic areas. In the chapter dealing with participation, although a good part of the text was devoted to the description of mechanisms designed to ensure participation, it was considered useful to add statements made by educational specialists, working at different levels of the system. While their opinions were undeniably subjective, these statements helped to identify the limits of participation in a field such as education.

639. Discussion of educational accessibility resulted in its being placed within the larger context of democratization. Educational reform in Quebec in the sixties came at a time when school attendance was already increasing and a well-timed series of changes resulted in education becoming far more accessible than before. At the present time, goegraphical location is no longer a significant obstacle to accessibility, but certain factors related to age, sex and socio-economic status tend to restrict access to education, particularly in the post-secondary sector.

640. This review of efforts made to bring about democratization of education touched upon all educational levels, including that of adult education. And it was seen that measures taken to effect changes in education were essentially. the same at all levels:

- to individualize education;
- to make teaching more pupil-centered;
- to introduce the concept of the comprehensive school into educational planning;
- to make all aspects of education directly relevant to the needs of the modern world.

641. It seems that, regardless of its accessibility, the type of education provided by the system varies according to the needs of its clientele. Research on phenomena such as failure, early dropping out and absenteeism, while occasionally pointing up those aspects of the education system which should be re-examined, can be particularly helpful in identifying the different types of students for whom the education system is or is not suitable. In this way, consensus can be reached on the need for special educational measures to aid the socially and economically underprivileged, as well as adult students. It is axiomatic to state that, in a continually changing world, the need to update education is constant. Therefore, in the near future, it will be extremely interesting to observe the results obtained from analyses made of individual educational requirements and from educational experiments, conducted here and elsewhere, in which the students actively participate by identifying the subject to be studied and defining the learning situation.

642. In the chapter which dealt with the participation of the public in shaping the future of education, a particular aspect of educational democratization emerged. The establishment of advisory or decision-making mechanisms at every educational or administrative level was a central concern of the educational authorities. In spite of the tendency to centralize powers within a rather limited number of organizations, the existence of many channels of communication made it possible for citizens to express their views and to exert an influence upon the direction of education. There are certain factors, however, which determine the degree of involvement of both individuals and groups. First of all, participation presupposes a certain interest and involvement in the issues under discussion. It requires, in addition, that groups which must work together do so in a spirit of cooperation. Finally, participation in decision-making is based upon the premise that it has the potential to be both useful and influential.

643. The challenge facing Quebec's education system today is that of improving participation by improving the democratic process itself. In answer to this challenge, a new balance of decision-making powers is slowly emerging; and a new concept of truly democratic participation is evolving. Local and regional educational concerns must be awarded the same attention and support as those which involve the entire system. This is indeed a major challenge, and constitutes an important step forward in the democratization of education.

## B. Proposed Courses of Action for the Future

644. In order to complete this study of democratization, it is necessary to consider the future of education, on the basis of priorities for future action outlined by the Ministry for the period 1975-78.

645. Many of these priorities have already been subjected to intensive study. Using this information, a rather detailed picture could be presented regarding the problems, guiding principles, envisaged innovations and studies in progress related to each of these priorities. However, in concluding this review, it seems more important to briefly discuss these areas with an emphasis on their continuity in relation to those aspects of democratization which have determined the direction of educational reform.

## 1. The Decentralization of Educational Administration

646. The reforms of the last decade produced a situation in which the provincial government assumed a central role in education. However, despite its ongoing concern to assure local and regional agencies as much autonomy as possible under the law, the province progressively limited the scope of their operations by rigidly defining the terms of their administration and financing. Even if centralization of powers were justifiable during the crucial period of the restructuring of the education system, now that the new system is in place, such centralization does present some problems. At present, the redistribution of educational responsibilities is proving to be a priority, not only to lighten the burden of school administration but also to reduce the tensions which result from even a relative centralization of powers. This priority is quite in keeping with the move to encourage renewed participation by individuals and groups which in itself is an important factor in the democratization of education.

## 2. Improvement of the Educational Environment

647. In keeping with the principle of democratization, it is equally important to involve the school more closely in those decisions which directly affect student life. However, the concept of a decentralized administration is only a very small aspect of the priority involving the educational environment. Humanizing the school and the educational environment concerns everyone involved in education: students, parents, teachers, and administrators. The establishment of better living conditions to improve motivation and the creation of an environment more conducive to educational activity is essential if these groups are to achieve a more coordinated and increased involvement in the educational process.

## 3. Modification of Program Organization and Educational Structures

648. This priority reflects one of the aims of democratization discussed in the review, namely, that the type of education provided by the institutions should be continually updated in response to individual and community needs. Within the framework of this general objective, certain areas requiring special attention have already been identified, such as the development of physical education and sports in school, the development of university research and the restructuring of the college and adult education sectors.

## 4. Development of Language Teaching

649. Since 1973, the Ministry of Education has given high priority to the development of language teaching in terms of adapting education to the needs of the individual and of Quebec society. A five-year plan was prepared and submitted, listing the following four objectives:

- improved teaching of French as a mother tongue
- improved teaching of English as a second language
- improved teaching of French as a second language
- incorporation of immigrant children into the French-speaking schools.

650. The implementation of this plan, during the period of 1973 to 1978, will require an outlay of $100,000,000. The measures adopted and the activities undertaken according to this plan include several important aspects of language teaching:

- the development of new programs for teacher training and upgrading;

- the hiring of administrative personnel at the local and regional levels (teaching consultants, curriculum development specialists);

- the establishment of a research team to investigate first language teaching, and the allocation of a special budget for research into second language teaching;

- the organization of linguistic activities and exchanges;

- the acquisition of audio-visual equipment;

- the establishment of full-time kindergartens designed specifically for immigrant children aged four and five;

- the establishment of classes for immigrant children aged six to seventeen.

## 5. Adoption of Measures Designed to Ensure Greater Educational Accessibility

651. The policy of educational accessibility has, over the last few years, yielded some promising results. In view of this, today's priorities reflect greater emphasis upon "educational flexibility" and "participation", although efforts to simply increase accessibility have also been continued. A more effective use of teaching techniques, and a more progressive policy regarding human resources, particularly with respect to teacher training and upgrading, are two additional priorities to be pursued in 1975-78. To a certain extent, these activities serve to continue the aim of earlier policies which were designed to ensure financial equalization and equality of access to educational facilities.

652. However, one last point serves to illustrate most clearly the importance which Quebec attaches to its policy of educational accessibility. This last point is the priority of establishing an overall accessibility policy for young people and adults in underprivileged environments. Only when this policy has achieved success can it be said that Quebec's objective of democratization has been fully attained.

## C. General Trends

653. The priorities discussed above not only reflect the future course of the education system in the next few years, but they are also indicative of general trends which will influence the development of education for some time to come.

### 1. Greater Emphasis upon the Individual in the Educational Process

654. From now on, community as well as individual needs will require everyone to take stock of their abilities and available resources, so that they can fully realize their ambitions. These ambitions continue to change, with time, according to various personal and social priorities. Man needs to develop, in terms of his capabilities, the interests which he discovers, new possibilities which are continuously being presented to him and his own personal concerns which evolve with changes in age, responsibilities and career.

655. No educational undertaking can be impersonal or operate in a vacuum. It becomes the personal project of the individual concerned, who is influenced by his birth, his affiliations, and his own goals. Thus, by personalizing his approach, an educator attempts to bring out the best in a student, insofar as his abilities permit, in order to produce a social being, able to successfully carry out his duties, and realize his personal ambitions.

656. In the context of increased democratization, the role of education should be to encourage individual growth and creativity. It should not restrict itself to perpetuating the impersonal aims and objectives of a system designed for a uniform society. By encouraging the greatest possible development of personal abilities and, taking into account their continually changing nature, this policy should result in benefit to all, and become a major source of social justice.

### 2. Greater Utilization of Educational Resources Available in the Community

657. The educational system tends not so much to compete with, as to incorporate into itself, the educational resources and learning methods which various social entities have developed for their own ends. However, various economic and organizational limitations no longer make it possible to incorporate a wide range of outside resources into a single institution. Accordingly, the education system must join forces with the community and make use of available facilities on a regular basis.

658. In Quebec, as elsewhere, the community can, through its various resources, become an agent for education. The possibilities which could be offered by industry, commerce, credit and savings associations, cultural and recreation groups, information and entertainment media, scientific and popular literature are enormous. In addition, families, professional organizations, religious groups, social and political movements, community development projects, municipal services, and professional associations could all play an educational role.

659. Our education system no longer exclusively controls, as it once did, individual and group education. It must coordinate its efforts in various ways, with those "outside" and accept the valuable contributions which they have to offer.

## 3. Greater Emphasis on the Development of the Individual as a Member of Society

660. Education is based on values held in common by human beings, and seeks to achieve goals which are beyond the abilities of the individual alone. In this sense, it is a social undertaking conceived of in terms of collective growth, requiring the greatest possible development of the individual.

661. This emphasis upon the social dimensions of education will produce individuals who are not only attuned to their own development, but also to that of a society which they are called upon to serve in accordance with their abilities, strengths and particular social conditions.

> The course embarked upon a decade ago was based on The Parent Report. This report emphasized the development of the individual and put forward an idealistic social philosophy. The institutions we established were influenced by this philosophy which reflected, for example, the theory of comprehensive education at the secondary level and the concept of integrated general and vocational college education. Without questioning this philosophy, which remains undeniably useful, the issue of whether one should not place greater emphasis upon social goals may validly be raised. The educational process is geared to the individual, but each individual, as a member of a particular community, has a certain responsibility toward his community.

(The Honourable François Cloutier, Minister of Education for Quebec, Discours de la rentrée 1974, Sherbrooke, September 19, 1974.)

# STATISTICAL ANNEX

## CHANGES IN AND PROJECTIONS FOR STUDENT POPULATION AND TEACHING FORCE; EDUCATIONAL EXPENDITURES

## SCHOOL POPULATION BY EDUCATIONAL LEVEL

## 1964-65 to 1973-74

| Level / Year | 1964-65 | 1965-66 | 1966-67 | 1967-68 | 1968-69 | 1969-70 | 1970-71 | 1971-72 | 1972-73 | 1973-74 |
|---|---|---|---|---|---|---|---|---|---|---|
| Kindergarten | 31414 | 44663 | 60949 | 78308 | 105819 | 115214 | 113183 | 105556 | 99014 | 94929 |
| Elementary | 987861 | 978628 | 982900 | 986943 | 963580 | 940403 | 891551 | 857739 | 776702 | 739257 |
| Secondary | 413478 | 464809 | 490189 | 508947 | 560855 | 597131 | 642833 | 670851 | 720717 | 714090 |
| College | 32297 | 32811 | 41277 | 55383 | 71858 | 79677 | 79874 | 90319 | 100367 | 112614 |
| University | 30820 | 34788 | 34089 | 39256 | 44903 | 53403 | 48547 | 51874 | 54952 | 57093 |
| TOTAL | 1495870 | 1555699 | 1609404 | 1668837 | 1747015 | 1785828 | 1775988 | 1776339 | 1751752 | 1717983 |

Source: Educational Data, Planning Branch, Ministry of Education (Document 9-20)

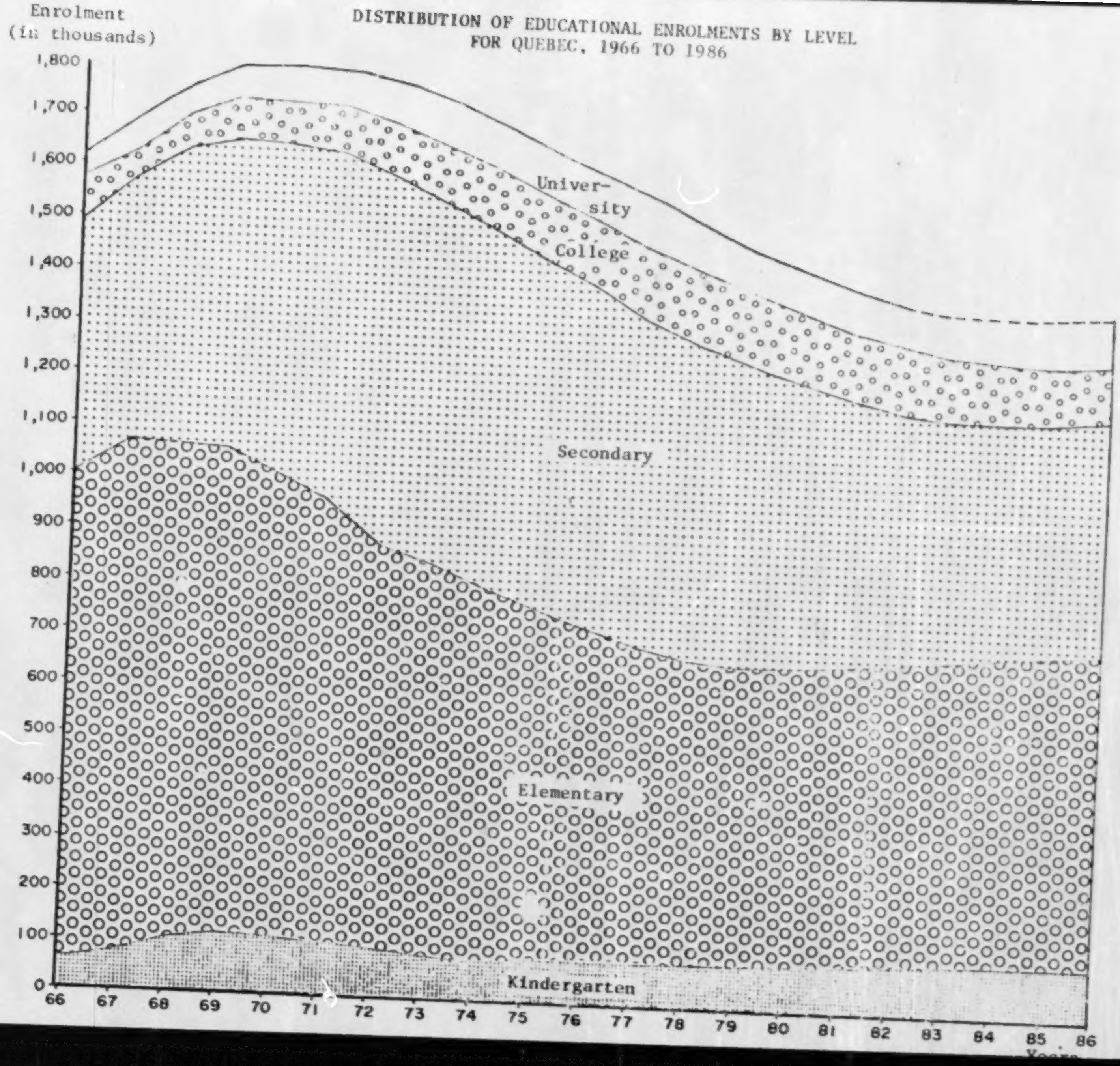
## PROJECTED SCHOOL POPULATION BY EDUCATIONAL LEVEL
## 1974 to 1983

| Level \ Year | 1974 | 1975 | 1976 | 1977 | 1978 | 1979 | 1980 | 1981 | 1982 | 1983 |
|---|---|---|---|---|---|---|---|---|---|---|
| Kindergarten | 90900 | 91800 | 87800 | 91900 | 93000 | 94000 | 95300 | 96000 | 98300 | 98500 |
| Elementary | 710100 | 674500 | 641400 | 605600 | 583200 | 571900 | 571000 | 575900 | 580100 | 589100 |
| Secondary | 695600 | 676600 | 663400 | 626700 | 599600 | 572500 | 538500 | 504200 | 475100 | 453600 |
| College | 113700 | 118100 | 121700 | 128400 | 130400 | 129400 | 122900 | 120000 | 118500 | 112900 |
| University | 60655 | 62628 | 65280 | 67833 | 70284 | 72317 | 74084 | 75619 | 76808 | * |
| TOTAL | 1670955 | 1623628 | 579580 | 1520433 | 1476484 | 1440117 | 1401784 | 1371719 | 1348808 | * |

*Projections not available

Source: Educational Data, Planning Branch, Ministry of Education (Document 9-20)

## DISTRIBUTION OF EDUCATIONAL ENROLMENTS BY LEVEL FOR QUEBEC, 1966 TO 1986



## TEACHING FORCE BY EDUCATIONAL LEVEL

## 1965-66 to 1972-73

| Year<br>Level | 1965-66 | 1966-67 | 1967-68 | 1968-69 | 1969-70 | 1970-71 | 1971-72 | 1972-73 | 1973-74 |
|---|---|---|---|---|---|---|---|---|---|
| Kindergarten | 996 | 1490 | 2044 | 2696 | 2868 | 2933 | 2815 | 2638 | * |
| Elementary | 31677 | 33436 | 37411 | 36843 | 37003 | 35776 | 34729 | 31134 | |
| Secondary | 24563 | 27089 | 30751 | 33420 | 33730 | 34753 | 37472 | 38685 | |
| College | 1638 | 4174 | 3483 | 4117 | 4048 | 3859 | 5090 | 4756 | |
| TOTAL | 58874 | 66189 | 73689 | 77076 | 77649 | 77321 | 80106 | 77213 | |

*Statistics not available

Source: Educational Data, Planning Branch, Ministry of Education (Document 9-18)

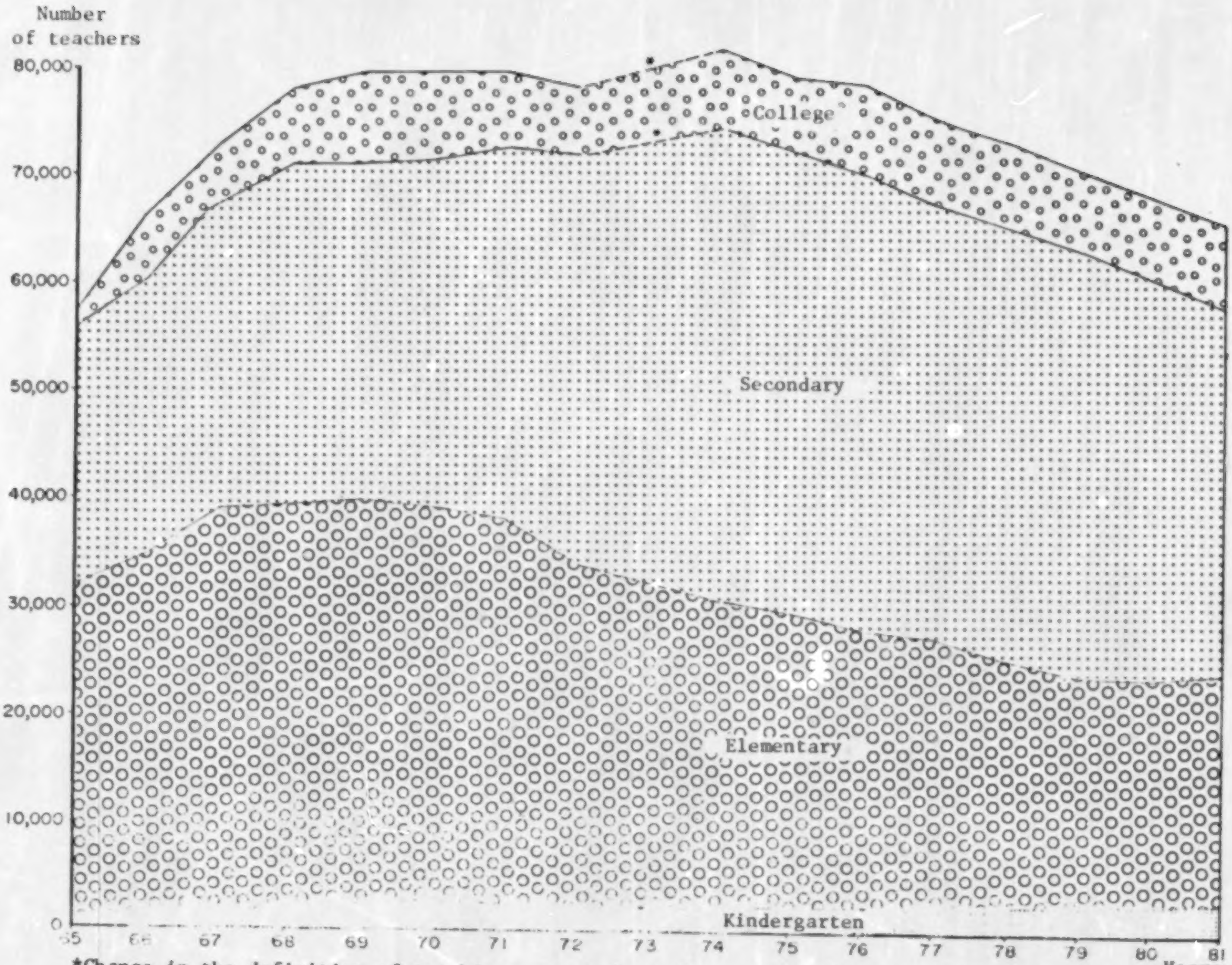
PROJECTED TEACHING FORCE BY EDUCATIONAL LEVEL

1974-75 to 1981-82

| Level / Year | 1974-75 | 1975-76 | 1976-77 | 1977-78 | 1978-79 | 1979-80 | 1980-81 | 1981-82 |
|---|---|---|---|---|---|---|---|---|
| Kindergarten | 2292 | 2314 | 2214 | 2317 | 2344 | 2370 | 2403 | 2420 |
| Elementary | 29212 | 27745 | 26384 | 24912 | 23990 | 23524 | 23489 | 23691 |
| Secondary | 42988 | 41800 | 41166 | 39066 | 37546 | 35952 | 33925 | 31889 |
| College | 7653 | 8060 | 8287 | 9087 | 9580 | 9420 | 8973 | 8767 |
| TOTAL | 82145 | 79919 | 78051 | 75382 | 73460 | 71266 | 68790 | 66767 |

Source: Educational Data, Planning Branch, Ministry of Education (Document 9-33)

## DISTRIBUTION OF TEACHING PERSONNEL BY LEVEL
## FOR QUEBEC, 1965 TO 1981



*Change in the definition of teaching personnel at the secondary level in 1972

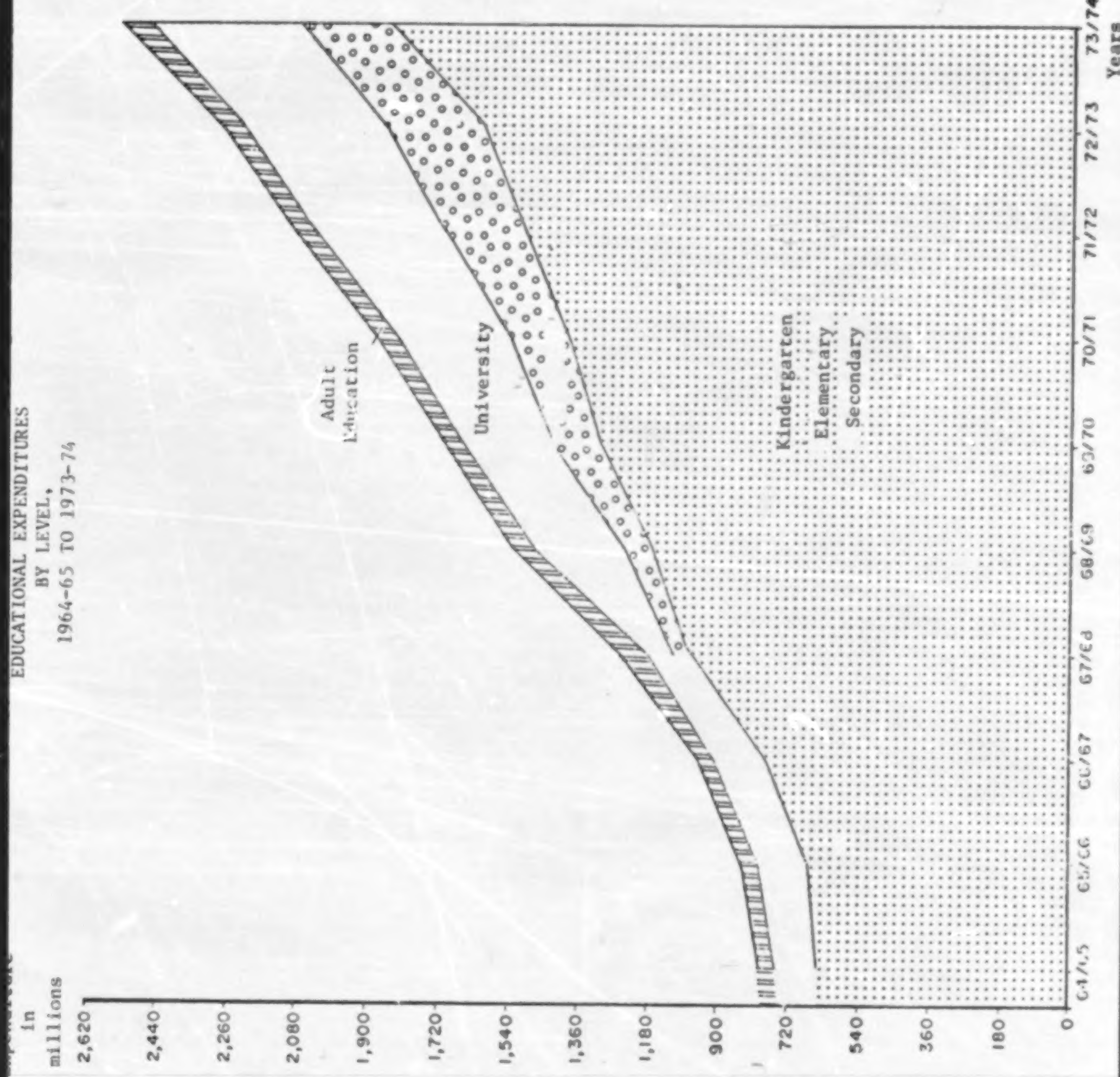
## OPERATING AND CAPITAL EXPENDITURES BY EDUCATIONAL LEVEL

1964-65 to 1973-74

Unit: Dollar

| Level / Year | 1964-65 | 1965-66 | 1966-67 | 1967-68 | 1968-69 | 1969-70 | 1970-71 | 1971-72 | 1972-73 | 1973-74 |
|---|---|---|---|---|---|---|---|---|---|---|
| Kindergarten Elementary and Secondary | | | | | | | | | | |
| Operating | 495000 | 586000 | 690000 | 830000 | 935000 | 1116337 | 1176200 | 1241300 | 1401300 | 1628509 |
| Capital | 144886 | 65956 | 93475 | 150564 | 242632 | 168111 | 191269 | 255504 | 224048 | 246452 |
| TOTAL | 639886 | 651956 | 783475 | 980564 | 1177632 | 1284448 | 1367469 | 1496804 | 1625348 | 1874961 |
| College | | | | | | | | | | |
| Operating | - | - | - | 15581 | 46356 | 72676 | 107228 | 137306 | 172852 | 180000 |
| Capital | - | - | - | - | 5408 | 25875 | 39656 | 66032 | 64966 | 63667 |
| TOTAL | - | - | - | 15581 | 51764 | 98551 | 146884 | 203338 | 237798 | 243667 |
| University | | | | | | | | | | |
| Operating | 75400 | 90800 | 117400 | 142600 | 179900 | 215047 | 250146 | 284123 | 308810 | 333265 |
| Capital | 43200 | 39100 | 33300 | 44700 | 55900 | 52300 | 53200 | 61548 | 38712 | 32130 |
| TOTAL | 118600 | 129900 | 150700 | 187300 | 235800 | 267347 | 303346 | 345671 | 347522 | 369395 |
| Adult Education | | | | | | | | | | |
| Operating | 2243 | 2596 | 9465 | 19973 | 28007 | 31150 | 33111 | 42546 | 51511 | 58721 |
| Capital | - | - | - | - | - | - | - | - | - | - |
| TOTAL | 2243 | 2596 | 9465 | 19973 | 28007 | 31150 | 33111 | 42546 | 51511 | 58721 |
| GRAND TOTAL | | | | | | | | | | |
| Operating | 572643 | 679396 | 816865 | 1008154 | 1189263 | 1435210 | 1566685 | 1705275 | 1934453 | 2200495 |
| Capital | 188086 | 105056 | 126775 | 195264 | 303940 | 246286 | 284125 | 383084 | 327726 | 342249 |
| TOTAL | 760729 | 784452 | 943640 | 1203418 | 1493203 | 1681496 | 1852810 | 2082359 | 2262179 | 2542744 |

Source: Working Group on Educational Finance, Planning Branch, Ministry of Education



EDUCATIONAL EXPENDITURES
BY LEVEL,
1964-65 TO 1973-74

# REFERENCES

1. Louis-Philippe Audet, Histoire de l'enseignement au Quebec, 1608-1971, Volume II, (Montreal: Holt, Rinehart and Winston, 1971), p. 212.

2. Arthur Tremblay, Les collèges et les écoles publiques: conflit ou coordination? (Quebec: Presses Universitaires Laval, 1954), pp. 58-68.

3. Marcel Lauzon, Enquête sur les besoins d'orientation scolaire au début du cours secondaire, (Quebec: June, 1949), p. 83.

4. Jacques Henripin, "De la fécondité naturelle à la prévention des naissances: L'évolution démographique au Canada Français depuis le XIIe siècle", La Société canadienne-française, (Montreal: Hurtubise, 1971), pp. 221-222.

5. On this subject, the following should be consulted: Jean-Charles Falardeau, Essais sur le Québec contemporain, (Quebec: Presses de l'Université de Laval, 1955); Guy Sylvestre, Structures sociales du Canada Français, (Quebec: Presses de l'Université de Laval, 1966); Marcel Rioux and Yves Martin, La société canadienne-française, (Montreal: Hurtubise, 1971); Paul Belanger and Pierre Paquet, "La crise culturelle dans la société québecoise", Le Québec qui se fait, (Montreal: Hurtubise, 1971), pp. 87-95.

6. Rapport de la Commission d'enquête sur l'enseignement des arts au Québec, Volume I, (Quebec: Quebec Official Publisher, 1968), pp. 19-28.

7. Louis-Philippe Audet, Histoire de l'enseignement au Québec, 1608-1971, Volume II, (Montreal: Holt, Rinehart and Winston, 1971).

8. Rapport de la Commission royale d'enquête sur les problèmes constitutionnels, Volume III, (Quebec: 1956), p. 154.

9. Arthur Tremblay, "Contribution à l'étude des problèmes et des besoins de l'enseignement dans la Province de Québec", Annexe 4, Rapport de la Commission royale d'enquête sur les problèmes constitutionnels, (Quebec: 1955).

10. Arthur Tremblay, op. cit., pp. 87-91.

11. Conférence québecoise d'éducation, Association d'éducation du Québec, (Montreal: 1958).

12. The Royal Commission of Inquiry on Education in the Province of Quebec, Report, commonly called The Parent Report, Volumes I-V (Quebec: Quebec Official Publisher, 1965).

13. Ibid., IV, p. 4.

14. Ibid., p. 3.

15. Loc. cit.

16. Ibid., pp. 3-4.

17. Ibid., p. 8.

18. Loc. cit.

19. Ibid., p. 10.

20. Loc. cit.

21. Loc. cit.

22. Loc. cit.

23. Education Department Act, ch. 233. R.S.Q. 1964, article 2.

24. The Honourable François Cloutier, Minister of Education for Quebec, Discours de la rentrée scolaire, September, 1972.

25. These data on attendance rates were provided by: D. Dufour and Y. Lavoie, Les taux de scolarisation des régions administratives du Québec, Planning Branch, Ministry of Education, April, 1974, code 9-17.

26. On this subject see also: D. Gaumond and D. Monnier, Relance 1973, Volume II. Abondon ou poursuite des études chez les étudiants sortants des niveaux secondaire et collégial pour l'année 1971/72, Planning Branch, Ministry of Education, October 1974, code 4-16.

27. L'enseignement collégial et les collèges d'enseignement général et professionel. Document d'Education no. 3, Information Service, Ministry of Education, 1967, p. 11.

28. Ibid., p. 34.

29. Ibid., p. 107.

30. Ibid., pp. 45-46.

31. The Parent Report, op. cit., Volume II, p. 185.

32. Ibid., V, p. 266.

33. La participation au plan scolaire, Rapport annuel 1964/1965 du Conseil supérieur de l'Education, p. ix.

34. Robert Desruisseaux, "Le sens de la démocratie en milieu scolaire", La Revue Scolaire, Volume XXV, number 2, October, 1974, pp. 3-5.

35. Quelques vues pratiques, critiques, optimistes ou sceptiques sur la décentralisation, Working Group on Communication and Participation, Ministry of Education, September, 1974, p. 167.

36. Marthe Henripin and Vincent Ross, "Les parents à l'école: ils font quoi? dans quelle limites? pourquoi et vers quoi?", Revue Education Québec, December, 1974.